

## **MOTIVATIONAL CRISIS IN INDIAN ADMINISTRATION**

# MOTIVATIONAL CRISIS IN INDIAN ADMINISTRATION

A CASE OF EXISTENTIAL SICKNESS

B.R. SHARMA



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## FOREWORD

Motivation as a factor influencing human behaviour started gaining attention from the beginning of the nineteenth century. It became an area of increasing importance after World War II to fulfil the imperative need of more and more production. The importance and special significance of this factor in developing countries was realised when they embarked on a planned process of economic development and social change.

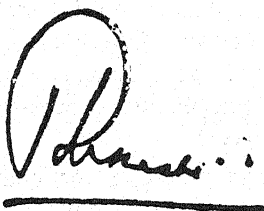
The planning for change, to be meaningful, invariably calls for proper implementation. But since implementation is generally entrusted to civil servants, especially those at the middle level, it is essential to motivate them appropriately to secure desired results. Motivation, therefore, is a strong and important link in the dynamic, causal cycle of social change. Thus, if the country is really to be geared to meet new challenges of 21st century then, the importance of the factor of motivation cannot be ignored.

However, certain problems regarding motivation, particularly in public administration, crop up persistently and seriously hamper the pace of development. This book focuses on these problems and also ventures to suggest solutions. Based on empirical data, the author examines these motivational problems with a holistic approach and from a psychological angle, shunning bias and remaining closer to objectivity.

The book is an outcome of a study conducted by IIPA in 1981—the productivity year. The findings of the author are based on hard core data and concrete feedback received from respondents during a Seminar conducted subsequently for the purpose. Pursuing case study method, he has incorporated a number of cases to further enrich it with authenticity, which also lent validity and purposefulness to inferences drawn on the results. The book is, thus, not only

realistic and pragmatic but also full of practical insights as far as motivation problems at middle level governmental bureaucracies are concerned.

This book of Dr. B.R. Sharma would prove very useful not only to the practising administrators but also to the students and laymen.

A handwritten signature in dark ink, appearing to read 'P. Dubhashi', is written over a solid horizontal line.

(P.R. DUBHASHI)

*Director*

INDIAN INSTITUTE OF  
PUBLIC ADMINISTRATION

NEW DELHI  
JANUARY, 1986

## PREFACE

The psychology of motivation seems to be on the cross roads as multiple approaches are being adopted to examine and assess human motivations. The result is, it has failed to provide a definite answer to most of the problems of society. Though this does not undermine its importance or achievements on a number of fronts, yet the fact, however, remains that the countless evidences collected for its study so far do not hang together and render the theoretical conceptions that have emerged from these divergent approaches as incomplete. Consequently, a unified theory of motivation is not possible. The psychologists, however, have not ceased to take interest in the phenomena of motivation. In fact, their interest has grown increasingly. A more important reason for this increasing interest is, perhaps, the urge to contribute to better planning of change. The psychologists assert that if motivation can be managed, we can not only introduce successfully the programmes but can also sustain these more effectively. Written from this angle, this book attempts to show how assessment of executive motivation, through content analysis method of case studies, can serve the purpose.

The book, however, assumes no scientific pretension or a responsibility for covering the wide range of researches or divergent theories in the field of motivation. It has, in fact, its own story to tell. For most of the motivation theories owe their origin and allegiance to western milieu and leave much to be desired. To elucidate the point further, these theories: (i) give a partial view of motivation and have failed to provide a complete and coherent picture; (ii) are based on the data of a particular culture, having not much relevance to other cultural groups; and (iii) appear to have emerged as a part of the job done for the employer to suit mainly his purpose.

It would, therefore, be 'not only unscientific but also unfair to completely rely on them and apply these blindly to

Indian conditions.

In view of these limitations, an effort here has been made to see motivation with Gestalt point of view and to rely on indigenous multi-factorial approach, howsoever limited it may be. However, the major approaches or theories are briefly given wherever necessary.

The book mainly focuses on middle management level of the government only and does not claim to speak for all. Nevertheless, it truly represents this level and is based on hard core empirical data.

As regards the arrangement of the book, it consists of two major parts. Part I deals with conceptual frame of motivation, purpose and rationale of the problem, methods, profile of the government executives, cases and results of the study, etc. Part II highlights the proceedings of a Seminar organised for discussing the results of the study. Both the parts are, however, complementary to each other and fulfil each other's needs.

The appendices contain: (i) the interview schedule—an instrument with the help of which the data was collected and which may be of some practical value to one who might want to use it for further research; and (ii) the bibliography which contains a list of references which the author has used to write this book.

The book offered is likely to serve a variety of needs and may prove useful to the practising administrators, students, researchers and the general readers.

NEW DELHI

B.R. SHARMA

## ACKNOWLEDGEMENTS

The present study is based on a study duly approved by Shri T.N. Chaturvedi, former Director, IIPA. He not only sanctioned the budget for the study but also took extraordinary interest in it. The way he gave certain suggestions, speaks not only of his wisdom but also of his insight into research. Cases were included in the study primarily at his instance. His alacrity in promoting research is worth appreciation. I, therefore, owe a sense of gratitude to him for all that he did for the project. Dr. P.R. Dubhashi, the present Director, played no less role.

Besides, Prof. Kuldeep Mathur also played a significant role in the project. He not only appreciated the Research proposal but also pushed it ahead. He helped greatly by discussing every item of the interview schedule, giving good suggestions for improvement and thus effectively redesigning it.

My thanks are due to all those who helped me in execution of the project work. Smt. R. Singh helped me in data collection, Shri Manavendra Sharma (my youngest son) for reading the manuscript, Shri A.K. Taneja and Shri Harish Chandra Yadav typed the manuscript and Shri R.K. Kaushik prepared the graphs. I thank all of them.

Last but not the least, my thanks are also due to Shri M.K. Gaur, Assistant Editor, and his colleagues for getting the volume printed.

I record with great appreciation the cooperation extended by Shri P.P. Caprihan, Chief Secretary, Delhi Administration, and his colleagues in allowing us to conduct the study and providing relevant information for the same.

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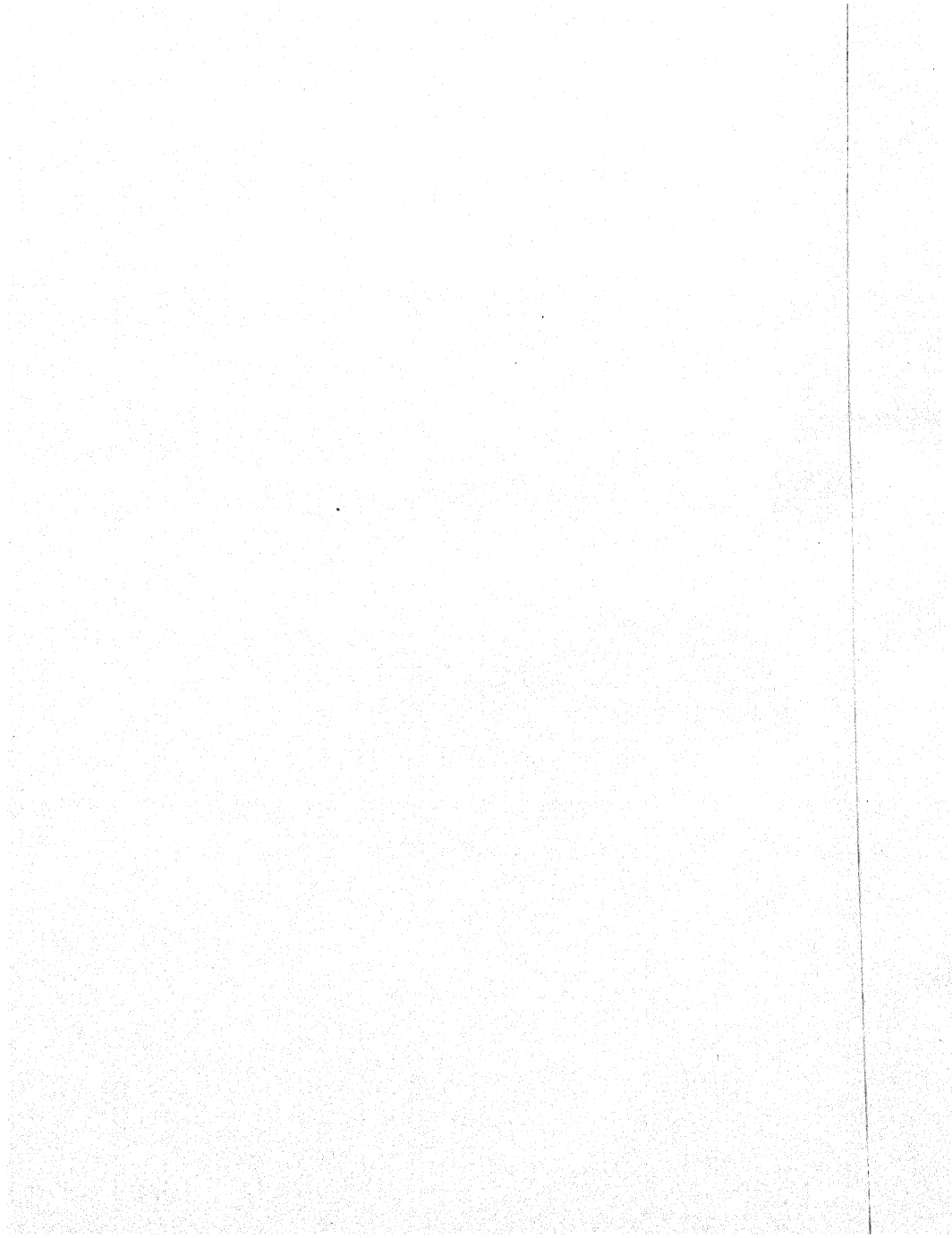
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## PART I





## CONCEPT OF MOTIVATION AND ITS ROLE IN A DEVELOPING SOCIETY

### WESTERN CONTRIBUTION

Motivation, though a difficult concept, is nevertheless quite important in understanding and changing human behaviour. The study of motivation attracted some attention in the early part of the 19th century. However, it became popular only with the work of McDougall and Freud; and later, with the development of the theories of learning, it came to occupy a central position. When psychology began to be applied to education and industry, it became evident that motivation is crucial in teaching, in learning and for that matter in doing any work with a degree of excellence. However, in spite of the popularity of the theories of motivation, not much conceptual clarity was obtained until McClelland published his work in 1953.

McClelland not only identified one particular motive, *i.e.*, the achievement motive but also tried to develop a general theory of motivation and method of measuring the same. For him, motivation consisted in the learned anticipation of a goal as arousing positive or negative emotional reaction. Goals previously known to arouse pleasure are approached and those that produce pain are avoided. Later, his associate Atkinson (1964) reaffirmed the same by explaining motivation in terms of strength of its readiness and two kinds of perceptions of situation: (a) his expectancies of goal attainment, and (b) the incentive value one attaches to the goal presented. He gave the equation: aroused motivation =  $f(M \times ExI)$ .

It is perhaps not an accident that McClelland identified the achievement motive and developed a method for measuring it. The historical circumstances and the social situation

after World War II perhaps demanded an emphasis on the achievement motive. In fact, McClelland himself pointed out the role of this motive in the development of society, particularly economic development.

A year later, Maslow (1954) developed a new concept of motivation and based the same on the hierarchy of human needs. He identified five types of needs, *viz.*, physical, safety, social, esteem and self-actualization, and assumed them to be the primary source of human motivation. Maslow asserted that these needs are arranged in an hierarchical order and emerge to claim satisfaction in that order only. If, for example, lower order needs are not satisfied, the higher order needs won't appear for satisfaction and act as motivator.

The underlying hypothesis of Maslow's theory is that individual motivation depends on the urgency of these needs and the extent to which these needs are fulfilled through the organisation in which he works.

Herzberg (1959) sought a different answer to motivation and propounded a bi-modal theory of motivators and hygieses.

As a result of his investigation, Herzberg found that man has two different kinds of needs which are essentially independent of each other and affect behaviour in different ways. He discovered that when people felt dissatisfied with their job, they were concerned with their environment in which they worked, but when they felt satisfied, this had to do with the work itself. Herzberg called the first category of needs as hygieses because they described man's environment and served the primary function of preventing job dissatisfaction. He called the second category of needs as motivators, because they appeared to be more effective in motivating people to superior performance.

The motivators were found to be satisfiers, and hygieses the dissatisfiers. He identified five factors as motivators namely : (a) work itself, (b) sense of achievement, (c) recognition for achievement, (d) responsibility, and (e) advancement. There are five other factors as hygieses, *viz.* : (a) company-policy and administration, (b) technical supervision, (c) interpersonal relations, (d) working conditions, and (e) salary.

Herzberg's satisfiers described man's relationship to what

he does, *i.e.*, the content of the job. And the dissatisfiers on the other hand, referred to the situation in which he does the job, *i.e.*, the context of the job.

Quite contrary to Maslow and Herzberg, McGregor (1967) worked entirely on a different hypothesis and sought an answer to motivation in the nature of man. He developed a new set of theories about the nature of man and titled them as 'Theory X' and 'Theory Y'. These theories are poles apart and have different set of assumptions about man. Theory 'X' assumes that human beings are basically lazy, idle and indolent. They don't want to work, and if work is given to them they will shirk from it. They prefer to be directed by others and wish to avoid all sorts of responsibilities. In order to get work from them, they need to be directed, controlled and motivated by fear of punishment. They don't have high ambitions in life and want only the security in it.

These earlier assumptions of Theory X were not found to be effective in motivating the people to work towards organisational goals. Hence, McGregor, developed another set of assumptions which he termed as 'Theory Y'. This theory assumes that people by nature are not lazy and unreliable. Rather they can be self-directed and creative at work. Work is a sort of natural play for them, and they cannot only learn to accept the responsibility, but may also even seek it. They can exercise self control and regulate their behaviour towards the objectives of the organisation. They have also got the capacity for exercising imagination and can help the organisation to solve their problems. They not only have the security needs, but also the other higher types of needs like social needs, esteem needs and self-actualization needs.

Argyris (1962, 64) shifted his attention from individual to organisations and blamed the latter for the designs they have. He clearly exposes as to how a worker is expected to act in immature ways in the organisation and is purposively kept away from maturing himself as an adult. He is given minimal control over the environment and is encouraged to be passive, dependent and subordinate. He, however, feels that this tendency of keeping people immature is built into the very nature of the formal organisation. Since these organisations are created to achieve certain goals or objec-

tives, it is their design that comes first and not the people. The people remain simply the pawns in the hands of the organisation and serve as instruments to its designs. They are not, as a matter of fact, given the opportunity to develop as mature persons. On the basis of his judgement, Argyris concludes that the concept of formal organisation leads to assumptions about human nature that are incompatible with the proper development of maturity in human personality. He finds a definite incongruity between the needs of a mature personality and the formal organisation. Organisations with the assumptions of Theory X frustrate the natural development of the individual. Argyris, however, suggests seven stages through which an individual can develop into a mature person.

Although, Likert (1961, 67) tagged the whole approach to the various management styles that were prevailing at that time. However, he did not undermine or ignore the human element inside the organisations. Rather, he emphasized the need to consider both the capital resources as well as the human beings as assets for proper management.

Likert found new patterns of management and identified four different kinds of management styles which dominate the organisational world. These styles, he said, could be depicted on a continuum from 'System 1' to 'System 4'.

'System 1' is called 'Exploitative Authoritative'. In this system, management is seen as having no confidence or trust in subordinates. As such, they are seldom involved in any aspect of the decision-making process. Most of the decisions and goal-setting of the organisation are made at the top and are allowed to slip downwards through the chain of command. Subordinates are forced to work with fear, threats and punishment. The occasional rewards are not allowed to satisfy their needs beyond the physiological and safety levels. Whatever little interaction there is between senior and subordinate, is based on fear and mistrust. The control process is highly concentrated in top management and informal organisation develops only through opposition of the goals of the formal organisation.

'System 2' is termed as 'Benevolent Authoritative'. In this system, management is seen as having a condescending

confidence and trust in the subordinate, such as a master has toward a servant. Though bulk of the decisions and goal-setting of the organisation are made at the top, yet a good amount of decisions are made at lower levels also. Rewards and punishment are used to motivate workers. The interaction between senior and subordinates takes place, yet it is with some condescension by superiors and fear and caution on the part of subordinates. The control processes are still concentrated in top management. However, the same is delegated to lower and middle levels. An informal organisation usually develops, but it does not always resist formal organisational goals.

'System 3', called as 'Consultative', lies between Systems 2 and 4. In this, system management is seen as having substantial but not complete confidence and trust in subordinates. Though broad policy and general decisions are still kept at the top, yet subordinates are allowed to make some specific decisions. Communication flows both up and down the hierarchy. Rewards and occasional punishments are still used to motivate workers. There is a moderate amount of interaction, often with a fair amount of confidence and trust. Significant aspects of the control process are delegated downward with a feeling of responsibility at both higher and lower levels. An informal organisation may develop, but it may either support or partially resist goals of the organisation.

'System 4' is described as 'Participative'. In this system, management is seen as having complete confidence and trust in subordinates. Decision-making is widely dispersed throughout the organisation, although it is well integrated. Communication flows not only up and down the hierarchy but also among peers. Workers are motivated by participation and are involved in developing economic rewards, setting goals, improving methods and appraising progress toward goals. There is extensive, friendly senior-subordinate interaction with a high degree of confidence and trust. There is widespread responsibility for the control process with the lower units fully involved. The informal and formal organisations are often one and the same. Thus, all social forces support efforts to achieve stated organisational goals.

authoritarian management style based on fear, threats, mistrust and distrust. While 'System 4' is a completely democratic, people oriented and participative management style, based on team work, mutual trust and confidence, 'System 2' and 'System 3' are intermediate stages between two extremes which approximate closely to assumptions of theory X and Y.

With the help of these findings, Likert tried to implement organisational change programmes in various individual settings. These programmes were possibly intended to help organisations move from Theory X to Theory Y assumptions, from immature behaviour to mature behaviour and from emphasizing hygiene factors to recognizing and helping workers to satisfy the motivators.

Researchers like Vroom (1964) related the concept of motivation to reward and need satisfaction and contended that people are motivated to do things which they feel have a high probability of leading to rewards which they value. When a worker says he is satisfied with his job, he is in fact, saying that his needs are satisfied. So an individual motivation according to Vroom, depends on his particular needs as reflected in the goals towards which he is moving and his perception of the relative usefulness of productivity behaviour as a path of attainment of these goals.

For Schein (1969), there are four sets of assumptions about people in organizations. These are: (a) rational economic man, (b) social man, (c) self-actualizing man, and (d) complex man. These assumptions include almost all the major theories discussed above and to a great extent explain human motivation to work.

#### *(a) Rational Economic Man*

The assumptions of rational economic man are mainly based on hedonism. Man is basically motivated by economic incentives. He is a "passive agent to be manipulated, motivated and controlled by the organization". His feelings being essentially irrational, organization design should be such as to neutralise and control his feelings. Assumptions in theory X of McGregor can also be added here. Theory X, as discussed earlier, assumes that man is inherently passive,

lazy, and gullible, and he is incapable of self-discipline and self-control. This theory classifies human beings into two groups namely : (i) the untrustworthy, money motivated, and calculative mass, and (ii) the trustworthy, more broadly motivated moral elite, who must organize and manage the mass (Schein). Based on these assumptions, various other economic incentive-theories were propounded.

*(b) Social Man Theory*

The Hawthorn studies showed that acceptance by one's work group was as important as the economic incentives offered by the management. Mayo (1945), one of the researchers of these studies, later found convincing evidence that industrial life deprived the worker of his social needs. He developed a set of assumptions about the industrial worker:

- (i) a worker is basically motivated by social needs and obtains his basic sense of identity through relationship with others;
- (ii) as a result of rationalization of work, meaning has gone out of work for most workers and they seek it in social relationships at work;
- (iii) a worker is more responsive to the social forces of the peer group than to the incentives and control of management; and
- (iv) a worker is responsive to management to the extent a supervisor can meet a subordinate's social needs and needs of acceptance.

This model is quite different from the rational economic model. Trist's studies (1963) relating to coal miners also supported the results of Hawthorn experiment. Rice (1958), in his experiment with Ahmedabad Textile workers (where he redesigned work in such a way as to facilitate team work and social interaction), proved that both productivity and moral could be increased. Hundal (1969) in an experimental study found that more knowledge of results increased output. Whyte (1955) found very few workers who were primarily motivated by money. Hardly 10 per cent of workers would respond to an individual incentive scheme and would resist



group pressures to restrict output. Seashore (1954) found that group cohesiveness was associated with high productivity if the group members had high confidence in management. In several other studies also, it was found that an employee-centred supervisor evoked better results.

(c) *Self-actualizing Man Theory*

Man's alienation in the industrial culture cannot be fully met by fulfilling some of his social needs. Several psychologists realised that the loss of meaning is not related so much to man's social needs. Man has an inherent need to use his capabilities and skills fully. There is some kind of creative urge to realize to the fullest one's own capacities. Most work rules do not provide enough facilities as to permit the worker to use his capabilities fully. Maslow, McGregor, Argyris and others did realize this and stood for self-actualization.

Some of the assumptions about self-actualizing man are :

- (i) Human needs can be arranged hierarchically as shown by Maslow's need-hierarchy;
- (ii) Man seeks to be mature on the job and he is capable of being so;
- (iii) Man is primarily self-motivated and self-controlled; and
- (iv) There is no inherent conflict between self-actualization and more effective organisational performance.

Herzberg and his associates have been able to identify motivators which are akin to self-actualization. These motivators are satisfiers and help people to have higher motivation.

(d) *Complex Man Theory*

Any one of these theories is not adequate enough to explain man's behaviour, especially his work behaviour in organisations. Man is much more complex than being just a rational-economic, social or self-actualizing person. Schein (1969) describes the nature of complex man at length :

- (i) Man is not only complex, but also highly variable. He has many motives which are hierarchically arrang-

ed but this hierarchy is subject to change from time to time and situation to situation. Motives combine and recombine into complex motivational patterns.

- (ii) Man is capable of learning new motives through his organisational experiences. His pattern of motivation is actually the result of a complex interaction between initial needs and organizational experiences.
- (iii) Man's motives in different organizations and different sub-parts of the same organisation may be different. The person who is alienated from formal organization may seek fulfilment of his social and self-actualization needs in the union or in the informal organisation.
- (iv) Man can be productively involved with organisations on the basis of many different kinds of motives.
- (v) Worker may respond to many different kinds of managerial strategies depending upon his own motives and abilities and the nature of the task.

Vroom (1964) views situational and personality assumptions insufficient for understanding causes of work motivation. It must be assumed to be the result of operation of both situational and personality variables. It is only through simultaneous study of these two sets of factors that the complete nature of their interactions can be revealed.

#### INDIAN CONTRIBUTION

No systematic theory of motivation is available in the Indian context. However, the studies made so far, do throw some light on the issue. For example, Hari Gopal (1969) studied motivation in industry and reported that incentives which fulfil social and ego needs, such as identification with the work group, status, etc., have more importance in industrial situation than the external incentives, such as pay, reward, etc. He further observed that when social needs are satisfied, maximum productivity is recorded. Murthy (1969) studied job satisfaction and found that personality dimension did not distinctly differentiate between the satisfied and dissatisfied individuals. Mukherjee (1970) made a factor analytic study of job satisfaction and found three typical factors, namely,

(i) management, (ii) achievement, and (iii) job-involvement. No general factor of job satisfaction as normally understood has emerged. Ganguli (1954) analysed the relative importance of various incentives motivating the Indian workers and found wages and security to be of great importance, a finding that differs from what is usually found among workers in the west. Akhtar and Pestonjee (1969) also studied the relative importance of ten intrinsic factors and found that advancement, participation, security and recognition were rated more important than pay. Ghosh and Shukla (1967) found job satisfaction to be more a function of job condition than of personal factor.

While talking about morale, Ganguli (1957) actually conducted a job-satisfaction study and found satisfaction to be related with the total organisation and benefit derived from it. Sharma (1950) and Gangrade (1954) analysed psychological mechanism of industrial morale and concluded that morale cannot be built up just by higher wages. All these theories and several others are fragmentary approaches and as such, fail to provide us a total picture of work motivation. They have mainly given us a partial view of the phenomena which neither helps us in understanding the phenomena nor in building the theory of motivation.

The tragedy with the Indian psychologists is that they always look to the west for the direction and are engaged in adapting their model. They never rely on their personal strength and vision and depend on others for enlightenment, despite the fact that the western psychologists are themselves biased towards one set of thinking or other.

Agarwal (1976) sharply criticised work motivation theories and alleged that research suffers from a number of inconsistencies mainly because these researches have emerged as a part of the job done for the employers. This perhaps amounts to some kind of psychological 'pimping'. Unless a psychologist could benefit the employer by reducing cost of production, he could be of no use to the employer. Each of the work motivation theories has invariably attempted to help the employer by either cutting his wage bill or by reducing overall cost of production. Such measures have always proved to be short-term remedies. These theories have come more

like fads or fashions rather than something substantial and lasting.

One may or may not agree with Agarwal but there is no denying the fact that most of these theories are based on American and European data. And as such it is not only unscientific but also unfair to have generalizations based on the results of a particular culture. Even the worker in various industrialised countries of the west is not the same. How far, then, would it be justified to transplant a foreign plant into Indian soil?

Agarwal, himself as a critic of western theories and thinking in line with Pareek (1967, 68), has developed a stratification model of work motivation. His stratification model is more or less an extension of the model of Pareek who as early as 1967 had assumed societal system as a very important variable in the field of motivation. In a conceptual model, based on the paradigm, Pareek (1968) proposes that the societal system determines motivation and values which in turn causes or determines the behaviour of the individuals. Agarwal, however, has added new dimensions to this model and has opened new windows to the field of motivation. In this model, Agarwal has tried to see work motivation in the perspective of several other variables, like societal system, self status and role. In the fast changing world, the psychological theories, giving no place to temporal dimension, would fail to explain human behaviour.

The psychological theories also do not explain behaviour in all social orders. Any societal system would generate a particular type of personality and needs and motivations since socialization helps in the growth of personality. Societal system also takes care of temporal dimensions as, according to Pareek (1967), the system and a structure of the society is mainly characterized by the level and kind of technology at which it operates and pattern of interrelationships among the man's classes in the society based on a political philosophy.

Any theory of work motivation would have to be time specific and society specific. In the present context, we have feudal capitalist society in India. For our present system, self, status and role would be key variables influenced and shaped by socialization, stratification, and values respectively. Self

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would influence work motivation through self acceptance. Role would influence work motivation through occupational role perception. Status being high and low, generates social distance resulting in alienation. Alienation would have inverse relationship with work motivation. Work motivation is also influenced by organizational variables, like climate, structure, collective bargaining, etc.

## WHY OF THIS STUDY?

### INTRODUCTION

Soon after independence, planning was adopted to attain the rapid national development. In spite of the planned strategy of development and the huge investments, it was felt till recently that proper national growth and development has not taken place. There is a general feeling that improper execution of the planned development has hampered the nation's progress. It will be interesting to find out why and how those who are responsible for the execution of development have not succeeded. There possibly could not be any deliberate attempt on their part to fail the nation. Probably, they lacked the motivation to carry out their task. The executives in the governmental system may not have proper orientation in the national reconstruction, because historically, the civil services in India were mainly organized to collect revenues and to maintain law and order. In addition to this basic dilemma and the disparity between the national objectives and the objectives of the executive branch of administration, the work motivation or work behaviour of the government executives as such could be blamed.

In various work studies carried on in different government departments, one consistent conclusion is that a significant proportion of work hours is lost simply for the reason that the people working at different levels were not appropriately motivated to work. If these people are not properly motivated, it is hardly possible for them to execute national development programmes.

A related question here is also that of self-concept. If they have inappropriate self-concept then, it is likely that they will not be able to fulfil their obligations. This may also be

called their lack of professional commitment, because where individual goals as well as the goals of the organisation are conflicting, the professional commitment would be low.

It is also likely that the need-system of the individual executive would influence his work motivation. If he operates in terms of lower order needs that is physical and safety needs only, then he would not be able to try to excel in his job. On the other hand, if he is operating at the higher order needs that is, love, ego and self-actualization needs, then he is likely to work in such a way that he would be able to excel in his work.

Various foreign researches also reveal that highly motivated people invariably try to excel in their performance. They tend to work harder and learn faster and to do best work when it counts for the record and not when special incentives such as money, prizes are introduced unless the government executives, have high motivation, higher order needs, appropriate individual goals and appropriate self-concept and satisfaction at home, it is unlikely that they will be able to fulfil the national objectives and execute the national development programmes in a desired way. To what extent these factors are present at different levels of the government executives was a basic question which led us to initiate this study.

## OBJECTIVES

The study was undertaken with the following objectives :

1. The study briefly aimed at assessing the areas of satisfaction and identifying the factors which were at work in the motivation of the government employees.
2. Other dimensions of the government organisation, *e.g.*, work itself, working conditions, leadership styles, security, salary and incentive system, etc., supposed to be influencing their work motivation were also brought under this head.
3. Besides, personal dimensions of the self, *e.g.*, self-image, self and family, self and society, self and other inter-personal relation, feelings of satisfaction and dissatisfaction on the job were also to be studied.

## HYPOTHESES

The study started with the following hypotheses:

1. The location of an individual in the organisational space or his placement in the hierarchy, tends to determine his work motivation. Hence, the work motivation in a government organisation will be low at the lower level and high at the higher level.
2. The distance from the centre of policy formulation or decision-making bodies also matter much in the motivation of an individual. Hence, in government, those who are close to the decision-making bodies, will tend to be more motivated than those who are far away from it.
3. Work motivation is more a function of need satisfaction. Hence, the government people whose needs are satisfied will tend to be more motivated than those who are deprived of it.
4. The government people, who lead a good, happy and harmonious family life by getting love and affection from their family members tend to be motivated more to work than those who do not lead such a life at home.
5. Among the government people, those who enjoy more power, more prestige and more respect tend to be more motivated than those who do not enjoy these things.
6. The lower order needs are likely to be satisfied more in the government system than the higher order needs. Hence the people in the government who get more opportunity to satisfy higher order needs tend to be more motivated than those who do not get opportunity to satisfy these needs.
7. The government people, who are satisfied with their job, will tend to be more motivated to work than those who are dissatisfied with it. □



## HOW OF THIS STUDY?

### THE CASE STUDY METHOD

The investigator for the purpose of this study, has chosen the case study method. The basic assumption is that it is through qualitative data and not through statistical quantification that the internal phenomena like satisfaction and motivation can be better studied.

Besides, this method has also been preferred by other eminent researchers. For example, Haytin (1970) in his doctoral research observed that perhaps the social scientists in their zeal to compete with the mathematical objectivity and empirical quantification adopted by physical scientists, have allowed the theoretical goal to be obfuscated by the means. The rigorous scientific rubric of physical science coupled with the advent of electronic data processing have resulted in a preoccupation with methodological means and over emphasis on the nomothetic approach, while underestimating the idiographic approach to understand human behaviour. In actuality, the difference between the two approaches is often arbitrary and is superficially imposed, hence creating the dichotomy.

While pointing out the multiple uses and contributions of the case study, method, Gottschalk, Kluckhohn and Angell, etc., emphatically assert that case studies and personal documents are important especially in the study of non-normative behaviour, for they offer the researcher valuable data which otherwise would have been inaccessible to him. After all, it is the understanding which is the true goal of the social sciences and not merely dissecting, categorizing and classifying.

Haytin argues that theoretical constructs are incomplete unless they can be directly related to personal lives. Knowledge, like theory, is impotent when divorced from an individual's experiences and becomes vitalized only when augmented by the idiographic understanding, which is obtained through the case study method.

This method has been chosen also because the case study of a person is capable of revealing his inner strivings, his way of life, the motives that drive him to action, the barriers that frustrate him or stimulate him or challenge him and the creative intelligence which achieves for him and directs him to adopt a certain behaviour pattern within a given social setting.

As the subject under investigation needs such probing, the case study method was found more suitable. It was not the undirected life history method, but the method of 'guided' case study that was adopted to study the motivation of the government executives.

In this method, the responses were uniformly recorded by means of controlled and systematic interviews.

This method also facilitated the effort to make the inquiry clear and open for study. While interviewing, such facts could be found which might not have been possible to find by the questionnaire method alone.

### SAMPLE DESIGN

The selection of a representative sample is perhaps, the most difficult task in social science research. However, in the present study, it was neither practical nor necessary to have a fully representative sample. It was not practical because it needed more time, more energy and above all more money to cover entire universe of government executives. It was not necessary, because we preferred to rely on case study method. In such a study of qualitative nature, where the interest of a researcher lies more in analysing the details of the specific cases, it is neither essential nor feasible to have a purely representative sample. However, all efforts were made to secure as much sample as necessary for meeting this requirement. Although it may look surprising, nonetheless,

it is a fact that reliable estimates can be based on even smaller samples as well. Since this study was of a homogeneous group and the method chosen for analysis was qualitative, a comparatively smaller sample was considered sufficient for the purpose.

For the purpose of drawing the sample, first a list of all the civil servants working at different levels was obtained from GAD of Delhi Administration (since the study was confined to middle level officers of Delhi Administration only). Then, from this list, 150 officers belonging to different levels and categories were randomly selected. Such selected officers were then interviewed.

In any study dealing with human samples, particularly of administration, it is quite unlikely to get hundred per cent response. More so when they are heavily engaged in top priority matters like parliamentary elections. We were able to collect, however, information from at least 148 of them. Out of this, 67 protocols were selected for the study purposes on the basis of the complete information provided by them.

### INSTRUMENTATION

In the present investigation, only one instrument, namely, 'Interview Schedule' was used. This schedule had 49 items. Most of the items of this schedule were kept open-ended except a few that were structured and were based on 'Yes', 'No' response. Quite a few others were based on Rating Scales having points from 1 to 7. One indicated the minimum and even the maximum degree of response.

Prior to the formulation of Interview Schedule, a general survey of previous studies made in the field was conducted and various dimensions related directly or indirectly to work motivation were identified. Items of the Interview Schedule were prepared on the basis of these dimensions, and effort was made to see that all dimensions were fully covered and represented.

After having prepared a tentative interview schedule, it was circulated to the experts and colleagues in the behavioural sciences group of IIPA for their opinion. In the light of their comments and suggestions, certain items were

dropped or deleted. Some were reworded and quite a few new ones were added.

Soon after the amendment, the interview schedule was pretested. The pretesting was done on the participants (all senior/middle level government executives) of the fifth Advanced Professional Programme in Public Administration (APPPA) course in IIPA. The participants of this course gave certain practical suggestions, in the light of which the interview schedule was further amended. After getting the schedule finalised in this way, the field study was launched.

### METHOD OF INVESTIGATION

Benefiting by personal experience and the experience of the other behavioural scientists, the investigator came to the conclusion that the best way of obtaining data regarding motivation would be by means of intensive interview. In spite of the fact that other psychological tests and questionnaires were available for the purpose, the investigator strongly felt that valid information about their motivation and other personal intimate matters, constituting the vital source of motivation, could be obtained only through detailed face to face interviews.

Though most of the time a standardised set of questions was used, however, the respondents were encouraged and even persuaded to add more if they so liked. This enabled the interviewer to get some very valuable data which would not have been otherwise, possible.

Most of the items were what we call in psychology the 'open-end' variety. For example, items like "Tell me about the person as you are", "How do you feel *vis-a-vis* your family", "Do you wish you were not born in India", and "If you are born again what would you like to achieve", etc., elicited much information which probably the respondent might not have consciously given or might have even resisted giving.

It was explained to them that there were no right or wrong answers and that it was very important for them that they should express their own ideas and not the ideas which they thought would have the approval of others. They were

asked not to put their names or signatures on any part of the interview schedules. Thus, they were assured that complete anonymity would be maintained and the information given by them would be treated as strictly confidential and would not be used for any other purpose except for research.

Once the rapport was established, most of them were very cooperative and took the interview seriously. The interview was fixed after ascertaining their convenience and were conducted at their place of work. Care was taken to start the interview with general demographic questions, like status, income, age, education, etc. And their opinions about more serious questions, like their perception of self-family relations, personal aspirations, rebirth, etc., were asked only when sufficient rapport was established and the confidence of the respondents in the interviewer was created. In spite of all these precautions, however, some cases sometimes did not come out of their shell easily to express themselves frankly. Such cases were ignored for the time being and were tried again another time. Some were altogether dropped when found non-cooperative and some others were interviewed in their place.

Nevertheless, once they were convinced of the honest intentions of the interviewer, many were honest and frank and expressed themselves in an uninhibited manner. The time they took in coming out of their shells varied according to their age, status, income, etc. On the whole, the interviewees responded very well and were frank and friendly in their discussion. Each interview took almost an hour and a half and was held in a cordial atmosphere of trust and confidence.

## SOCIO-ECONOMIC PROFILE OF DELHI ADMINISTRATORS

The present study mainly focuses at the middle management level of Delhi Administration. The middle level managers in the government have got a very crucial but meaningful role to play. On the one hand, they are close to those who initiate and formulate government policies. On the other hand, they are near those who execute and implement these policies. In this way, they serve as an important link both for plan formulation and execution. They are supposed to participate actively at both the high and low levels. They thus hold the key to successfully help not only in formulating the policies but also in implementing these policies.

### COMPOSITION OF THE GROUP/GROUP STRUCTURE

The group of middle managers selected for study has a heterogeneous character. They differ not only in terms of age, sex and income but also in terms of their job, status and role. Some of them belong to the secretariat and others to the field. Taken together, they represent various service departments and levels of Delhi Administration.

Out of a total of 67 middle managers, 60 were males and seven females. The females were mostly from education department. Although different category of services like, IES, ISS and class I central services were included in the sample yet the group was mainly composed of IAS and DANICS. There were 14 IAS and 23 belonged to the DANI civil service. The total group consists of commissioners, additional commissioners, deputy commissioners, assistant commissioners, deputy secretaries, under secretaries, directors, additional directors, joint directors, assistant directors, etc. The pattern of

their distribution is given in Table 1.

TABLE 1 PATTERN OF DISTRIBUTION OF THE RESPONDENTS

N=66		
<i>Category of Services</i>	<i>Frequency</i>	<i>Percentage</i>
IAS	14	21.20
DANICS	23	34.84
General Central Services Class I	25	37.90
IES/ISS	4	6.06
TOTAL	66	

#### AGE

Although the age of these protocols varied from 28 to 58 years, however, the major cluster was found to be in between 51-55 years. Table 2 and Fig. 1 present a picture of their age-wise distribution:

TABLE 2 AGE-WISE DISTRIBUTION OF RESPONDENTS

N=67		
<i>Class Intervals</i>	<i>Frequency</i>	<i>Percentage</i>
28-30	6	8.9
31-35	9	13.4
36-40	10	14.9
41-45	12	17.9
46-50	10	14.9
51-55	13	19.4
56 and above	7	10.4
TOTAL	67	

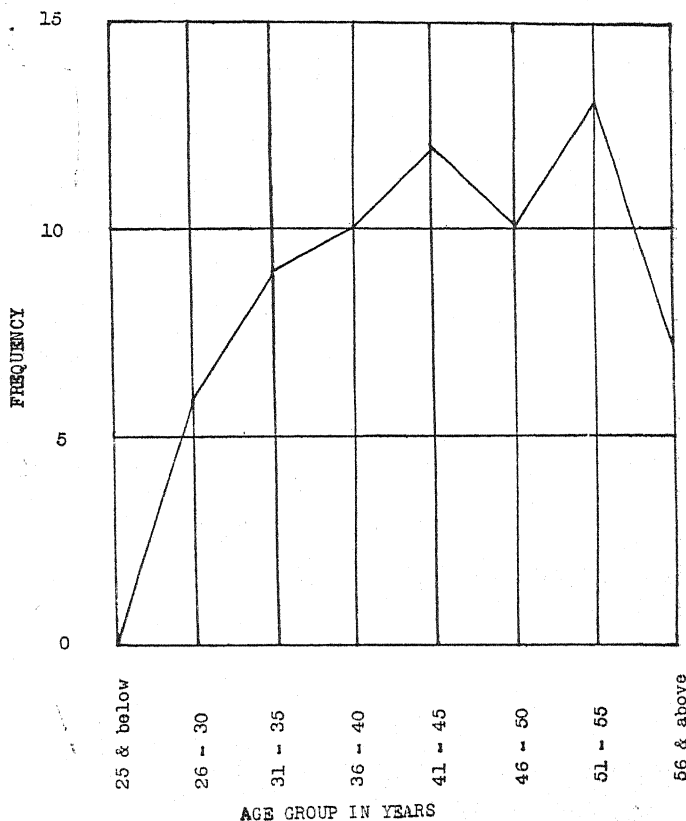


Fig. 1 *Graphic Representation of Age of the Respondents*

#### EDUCATION

These protocols, by and large, were highly educated. Most of them were holding post-graduate degrees. Quite a significant percentage of them (23.9%) however, were having even professional qualifications in addition to their post-graduate degree. Whereas the simple graduates and the professional graduates each comprised 16.4 per cent of the sample, the technical graduates were only 4.5 per cent. There was one lady officer who even had a Ph.D. degree.



In view of their diverse qualifications, these officers were classified into several categories. For example, simple graduates were put into A; professional graduates into B; technical graduates into C; post-graduates into D; post-graduates with professional qualification into E; and Ph.D.'s into F. See Table 3 and Fig. 2 for details of categorisation.

TABLE 3 EDUCATIONAL DISTRIBUTION OF RESPONDENTS

N=67			
<i>Qualifications</i>	<i>Category</i>	<i>Frequency</i>	<i>Percentage</i>
Simple graduates (B.A., B. Sc., B. Com.)	A	11	16.4
Professional graduates (LL.B., B.Ed., M.B.A., etc.)	B	11	16.4
Technical graduates (B.E., M.E.)	C	3	4.5
Post-graduates (M.A., M.Sc., M.Com.)	D	25	37.3
Post-graduates with professional qualification (M.A., LL.B., M.A., B.T.)	E	16	23.9
Ph.D.	F	1	1.5
TOTAL		67	

## INCOME

Looking to the average income of an Indian, it could well be asserted that these officers are highly paid and can well be assumed to be in a comfortable state. Their income ranges from Rs. 900 to 2,900. However, the major cluster is in the pay range of Rs. 1,200-1,500. Table 4 and Fig. 3 indicate the major trends of the income distribution.

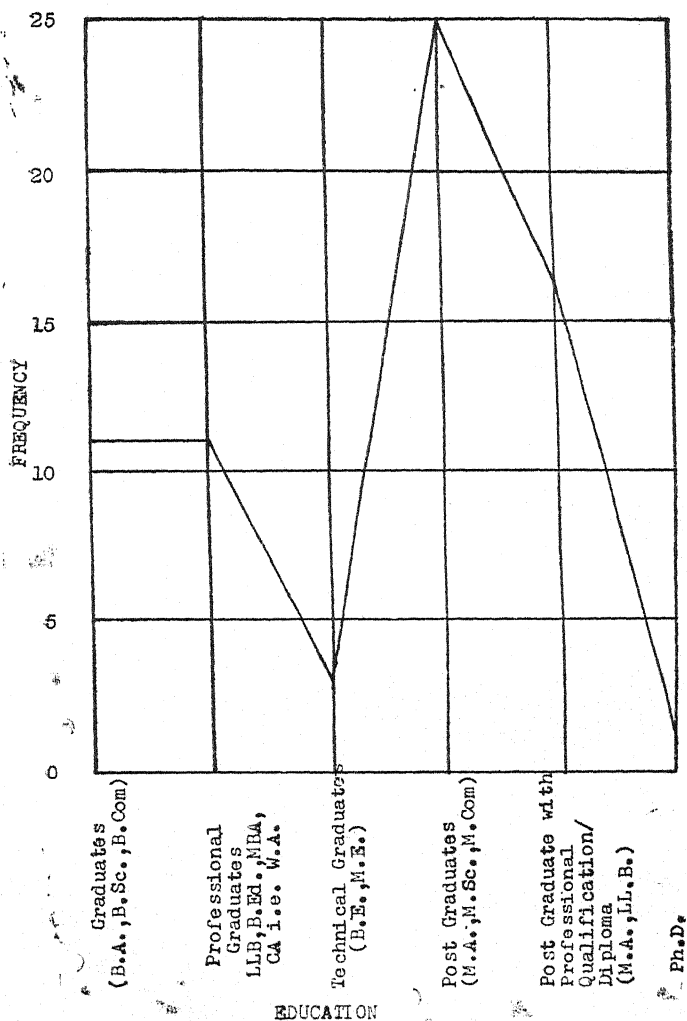


Fig. 2 Educationwise Distribution of Respondents

TABLE 4 INCOME DISTRIBUTION OF RESPONDENTS

N=67

<i>Class Intervals</i>	<i>Frequency</i>	<i>Percentage</i>
900 and below	1	1.5
901-1200	8	12.1
1201-1500	17	25.8
1501-1800	13	19.7
1801-2100	14	21.2
2101-2400	6	9.1
2401-2700	3	4.5
2701 and above	4	6.1
TOTAL	66	

## LENGTH OF SERVICE

Although the length of their service varies from individual to individual, yet most of them fell within the range of 11-15 years and 26-30. There was only one officer below 5 years of service and 6 beyond 30 years. Table 5 indicates the trend of their length of service and Fig. 4 gives graphical representation of the length of service.

TABLE 5 LENGTH OF SERVICE OF RESPONDENTS

N=67

<i>Class Intervals</i>	<i>Frequency</i>	<i>Percentage</i>
5 and below	1	1.5
6-10	7	10.5
11-15	17	25.4
16-20	12	17.9
21-25	8	11.9
26-30	16	23.9
31 and above	6	8.9
TOTAL	67	

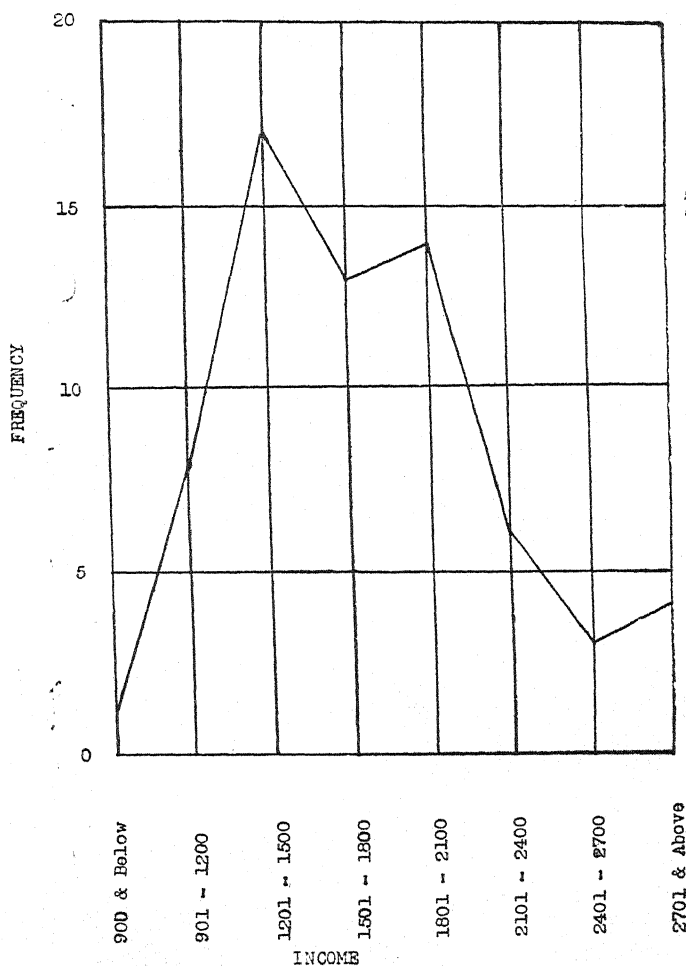


Fig. 3 Graphic Representation of Income of Respondents

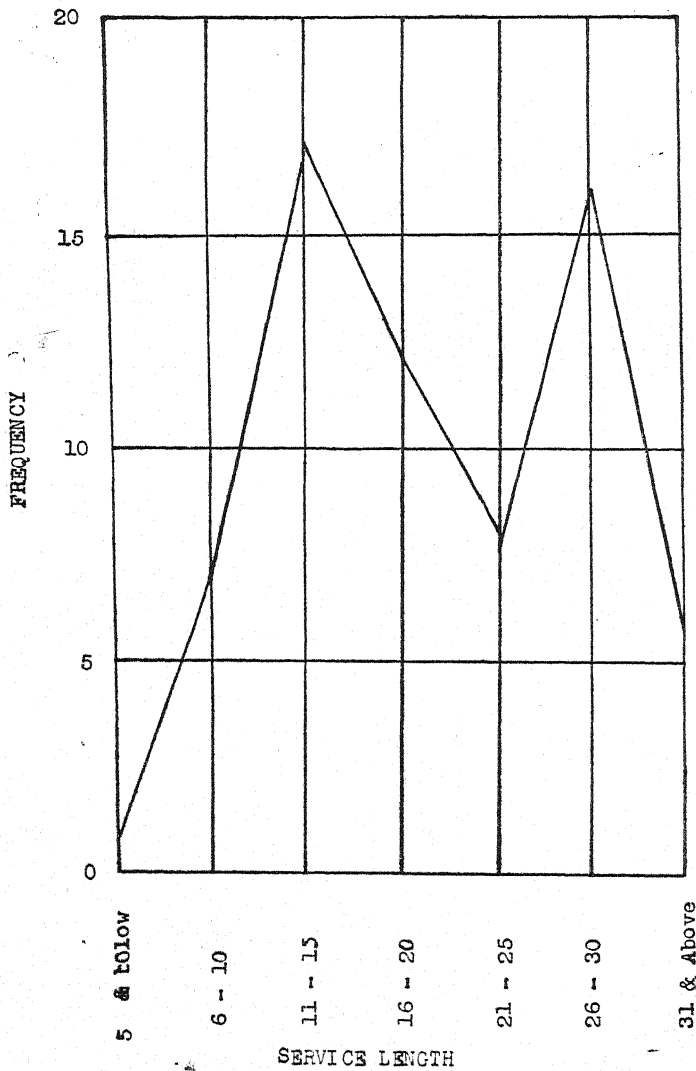


Fig. 4 *Graphic Representation of Length of Service of Respondents*

## ANALYSIS OF CASES

In order to gain deeper insight into their self and its motivational strivings, a group of 20 executives randomly selected from the sample, was intensively interviewed. They were confronted with vital questions like 'Who am I?' and 'What would I like to do, if born again?' more in detail. On the basis of information brought out from them as many as 18 case studies were prepared. However, only 15 cases are given here for reasons of selectivity.

These case studies bring out various facets of the executive's personality and reveal the life crises they are in. The middle level executives seem to have exhausted almost all their hopes and have reached at such a stage where the realisation of dreams for them is the beginning of an end. On the whole, the case studies enable us to know more about the self and motivation of the middle level executives. These have been analysed in the general context of their self, family and organisation, etc.

### CASE 1

Mrs. A has been working in Delhi Administration for the last five years. She feels that she is a person with certain ideals, yet has the conviction of being pragmatic. She lets her emotions interfere in decisions related to her duty only to the extent that it does not lead her into problems. She thinks she can analyse the behaviour and attitude of others to a large extent. She wishes to put in maximum work which results in her keeping busy all the time. She never likes to sit idle.

Mrs. A is married and loves her family. Although, she stays away from her parents and makes an independent living for herself, she finds herself involved in the affairs of her

parental home. She feels gratified that she is given love and respect by everybody. She finds herself overwhelmed by the love given to her in her parental family. She is also happy about the amount of attention she gets in her family.

Mrs. A, having her own norms and principles of behaviour to which she adheres, does not care much for society at large. She does not bother for the people around her so long as she feels she is right. People, she feels, can only talk about and can do nothing to solve her problems.

Mrs. A likes her job but she feels sandwiched between her home and her job. She sometimes finds it difficult to do justice to her work as she has lot of responsibilities at home. However, she feels satisfied with her job. She also has the satisfaction that her job gives her status which she always looks for. Without this job and status, she would have felt lost. She feels a lot of self confidence in having this job.

Although she sometimes had a feeling that she should not have been born in India, in the heart of her hearts, she considers India a wonderful country. She thinks that she may not enjoy the good standard of living that the people of Western countries have but the philosophy of India compensates for it.

Although she had an alternative to the job she is performing, she never wished not to be a government servant. But if she has to choose an alternative career, she would like to be a teacher. Her choice of government service was mainly because of security, status, respect and reasonable emoluments. Her job does not give her much of freedom of choice of job content. And she feels restrained in her job because of rules and regulations, pressures from above, inefficient staff and want of cooperation from the colleagues.

Mrs. A feels very dissatisfied and unhappy when she does not get cooperation from her colleagues or administration. Her feelings get accentuated when others are given more responsible postings and her services are ignored. By others she means those who are dishonest and corrupt.

In spite of all these things, Mrs. A likes her job. She feels quite happy when her proposal or suggestion is accepted by her seniors and she manages her subordinates properly. She

enjoys the feeling of leading a group. She feels very happy when her juniors or seniors praise her work.

Mrs. A is hardly satisfied with the working conditions prevailing in her department and finds it not conducive to good performance and effective functioning of a government organisation. She observes that the general environment is that of 'could-not-care-less'. She attributes her dissatisfaction to inefficient staff, lethargic officials, inadequate and improper stationery, dirty corridors and toilets, and lack of furnishing in the room.

Mrs. A feels secure in her job and there is hardly any reason of feeling insecure except when a decision taken in haste goes against her or when her boss wants to get a job done in a particular way. She feels that a risk is involved therein if it is done otherwise.

She thinks that her salary is adequate enough to meet her basic requirements.

Mrs. A generally stays in her room and does not mix with others during her lunch break. She, however, meets her seniors, subordinates and colleagues in connection with office work. She thinks that superior-subordinate relations in her department are fairly good. She has made a good enough impression on her boss by her work and her boss presumably thinks well of her. Her subordinates, however, find her to be strong headed and if she wants a job to be done, it just has to be done. She gets on well with her colleagues. But she thinks otherwise about her subordinates. She considers some of them as cheats and some others as honest and hard working.

Mrs. A enjoys prestige in the department and there are very few occasions when she feels neglected and isolated. Her independent thinking and action is well taken and her new ideas and suggestions are quite often accepted. She also gets credit for a good job done and her work is often praised in her presence. However, she feels she has very little say in setting a policy or in determining the method and procedure, etc.

According to her, there is no incentive system in the government. She had high hopes at the time of joining service but only half of them have been fulfilled so far.



She not only solves her problems, difficulties and grievances that arise while performing her job, quite independently and boldly, but also manages to resolve the conflicts of her subordinates quite satisfactorily. She not only takes the decision but also the responsibility of managing it properly.

Although her job provides her opportunity but she thinks, it is not enough to show her best abilities. Once in a while, she thinks that she is not doing full justice to her work. She would not, however, switch over to some other job. She would rather like to remain in this job but at the same time like to have more authority and control.

Mrs. A would like to do many different things, but she would prefer to work with others with a sense of team spirit. She would invite the participation of her subordinates. However, she would prefer a situation where she could direct them. She thinks that the employees want the management to provide them more and more benefits and take as little work from them as possible. She further thinks that the employees prefer to have their own way as far as possible and do not like the bosses to order them around.

When Mrs. A looks back to the last 5 years of her career, family life, social life and national life, she finds it good. She wishes to bring up her child well and aspires to achieve her promotion during the next five years. If she is born again, she would like to be a male person so that she can achieve certain things which as a woman she has failed to achieve.

□

## CASE 2

Mr. A has been working in Delhi Administration for the last fifteen years. He described himself as an ambitious person. However, he knows his limitations and does not overreact. He is a realist and is not governed by emotions in his official

conduct. His approach to a problem is basically pragmatic, and he tries to find a human angle to it. He is capable of doing hard work. He wants to arrange his work in such a way so as to leave him enough time to think and plan. He does not get rattled easily but he sometimes does display his temper. He is very keen to do some concrete work for the poor and the underprivileged of the country.

Mr. A feels highly protective towards his family, but he also wants to give his children all the opportunities to come to grips with the hard realities of the world. He wants to bring up his children as good citizens.

Mr. A feels the society today is shackled by tradition and conservative values. According to him, a break from these is needed, if our country wants to go ahead. Although dishonesty, selfishness and crookedness thrive, yet he believes that good things of life are not dead. He feels that good things need to be highlighted more.

Though Mr. A's job affects only a small segment of society, yet he feels it offers him many opportunities to help that segment. He feels happy in being given this job and the vast powers that go with it.

Mr. A takes pride in being an Indian. He never wished not to be in government service. Before joining the government he had already been working as a lecturer in a post-graduate college. But he preferred to join government service because of the opportunity of being able to serve the country, and the power, prestige of the IAS, and security.

Mr. A enjoys a good amount of freedom in his job. However, he feels restrained because of rules and regulations; non-cooperation from staff; public pressures through trade unions and political leaders. He likes his job a great deal and feels satisfied with it because it provides him power, independence and, above all, the opportunity to be useful to the society.

Some of the things, however, make him feel dissatisfied and unhappy as well. And he attributes it to corruption in the department; inability to solve the problems of staff; inability to decide the issues which he thinks right, and too much adherence to rules and regulations.

Mr. A feels that the working conditions in the government

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are not at all conducive to its efficient functioning. The reason is that the government servant is too secure in his job to bother about efficiency; the really hard working are few and most employees fall in the habit of taking things as they come. Any attempt to break the vicious circle is resisted; innovation is looked upon with suspicion. The vested interest of the corrupt always delays or dilutes the implementation of progressive measures. Obviously, for these reasons, he feels very much dissatisfied with the type of working conditions prevailing in the government organisations.

Mr. A gets enough salary to meet his basic requirements and hardly faces any monetary problem. He feels perfectly secure in his job.

Mr. A is handling a very big department. Hence, it is very difficult for him to have any close relationship with the subordinates. He thinks no common forum can be evolved for bringing the higher officers and the subordinate staff together. However, he is making attempts to establish such a relationship through the staff unions. He has set up a staff club to organise social activities for the staff.

Mr. A is not sure what his boss thinks of him. On his part, he tries to function as best as he can. He does not do anything with a view to merely create an image. He does not know the way to assess the feelings of his subordinates about him. However, he thinks that his subordinates have a friendly feeling towards him. He tries to be available to his subordinates at all times and makes all efforts to help them in all matters personal or official. He feels concerned about their welfare and wants to provide them with good and clean working conditions. He feels that they must get all the guidance and advice that they want from their superior officers and he tries to motivate them to this objective. He is equally nice to his colleagues and gets on very well with them. His colleagues also hold him high in their estimation.

Mr. A as head of the department enjoys a lot of prestige, and never feels neglected or ignored. He has a vital say in the formulation of policy and also in determining the methods and procedures. However, he feels that his independent thinking is rarely welcomed. His new ideas or suggestions are generally received with cynicism, and are looked upon with

suspicion. He feels that change involves efforts and government servants by and large are least willing to make the extra efforts, because they are expected to have a conservative approach.

Mr. A feels that there is neither any incentive system nor any recognition for a good job done in the government except for oral praise, or a letter of appreciation. The only other way of recognition of a good job is to record it in the Annual Confidential Roll, which is not shown to the employee concerned.

Mr. A, before joining this department, had no other aspiration than to increase the revenue collection, reduce corruption and simplify the procedures. The first has been fulfilled by him and he has made some progress in the second and substantial progress in the third.

Mr. A has hardly any grievances. His problems and difficulties, if any, are resolved at administrative level. But he tries to remove the grievances of his subordinates as best as he can at his own level. He keeps his door open for his staff and gives them a patient hearing. If he finds that the grievance is genuine, he tries to resolve it.

Mr. A thinks that his job, generally, provides him enough opportunity to use his best abilities. And he feels he is doing full justice to his work. But a feeling of inadequacy does arise in his mind when he incessantly tries to solve a problem (like corruption) and it raises its head again.

His present job is temporary. He can be transferred to any other job at any time, yet, he has never thought that this is not the proper place for him to work. He suggests that greater delegation of financial and administrative power is required for this post. He further adds that the clean record of a person should also be ensured before he is posted to a position like this.

Mr. A would like to do many things but for that he would like to have the participation of his subordinates. He would prefer to work with others, yet he would like to be in a situation where he could direct others.

He thinks that his subordinates would like to be dealt with a considerate and more humane approach, with a firm and objective handling of a given situation. The least his subordi-

nates would like about top bosses is favouritism and arrogance.

Mr. A's past five years' career and family life had been quite satisfactory and happy. However, he wished that this social life could have been better. The national life for him left much to be desired.

In the next five years, Mr. A aspires to achieve a higher posting, super time-scale of pay and more maturity in his conduct. So long as he remains in his present job, he feels committed to keep on trying to reduce corruption and simplifying the procedure.

If he is reborn, he feels that he would achieve nothing more than what he has already achieved in his present life.



### CASE 3

Mr. B has been working in Delhi Administration for the last 13 years. He is pragmatic in his approach and generally tries to take a practical view of matters. He has certain principles in life which he thinks he would not like to give up.

Mr. B generally feels that he has not been able to fulfil his obligation to his family quite satisfactorily. He has very heavy file work, and responsibilities which keep him long hours in the office. However, he wishes he could devote more time to his family.

Mr. B has a strong conviction to society. He believes, an individual can be happy only in a responsible and basically a contented society. At times, he has been able to do some good work for the society which, he says, was much appreciated.

Mr. B deals with personal management, vigilance and general administration. His work is very heavy. As such, it does not allow him to have adequate time either for rest or for recreation.

Mr. B never wished not to be born in India. However, such feeling sometimes does arise in his mind, particularly when

good conventions or principles are sacrificed for short-term gains even by responsible senior politicians and civil servants. He does not feel sorry for having joined the government job. However, it sometimes bothers him. He wishes that government organisations were more result oriented and laid more emphasis on professional requirements in matters of training of individuals. Prior to his joining government service, Mr. B had an alternative job in a private enterprise. However, he preferred to join government because it provided prestige, security and higher responsibilities to him.

Mr. B does not have much freedom in his job. However, whatever little freedom is there, it gets hindered by the rules and regulations. He feels that rules and regulations, might be having good intentions but sometimes they lead us away from the correct solutions. He further feels that untrained and unimaginative staff, political and other pressures operating at various levels, also come in the way.

Mr. B does not like his job much. But he feels satisfied to find that he is serving larger interests of public and is giving a fair and objective treatment to them. However, the quick and correct decisions by superiors, making significant contribution in group meetings of seniors and achieving short and long term goals without making compromises on essentials, appeal to him most and make him feel more satisfied and happy. He holds the view that in personnel administration, there is always scope for decisions being taken on the basis of extraneous factors. He points out that there is a measure of satisfaction in taking decisions based on objective criteria and in being able to put the best people in the right places.

Mr. B feels very much dissatisfied and unhappy when he finds delay in taking important decisions by superior officers; when one receives orders which are not based on the merits of the case, and when one is held responsible for matters where responsibility lies elsewhere. He feels it highly painful when authorities use pressure and take decisions which are not based on the merits of the case.

Mr. B does not appear to be much satisfied with the type of working conditions that prevail in his department although he believes that good conditions of work can ensure peak efficiency. However, the impact of bad working conditions

may not immediately be felt in a regulatory organization like secretariat. He feels that in his organisation, working conditions are related to good performance only in a long-term sense. In the meanwhile, he feels that uneven distribution of work, delay in disposal of cases, and lack of clear and firm approach, further deteriorate the atmosphere.

Mr. B thinks that his salary is not adequate enough to meet his basic requirements. However, he feels secure in his job. He apprehends insecurity only when political changes are there. He thinks that insecurity applies to the particular post and not to service as such.

Mr. B generally remains alone during the lunch break. However, he does not feel isolated. A number of subordinate service staff and even senior officers, including heads of department, visit him regarding their service problems. He discusses with them freely and accommodates their interest as far as possible within rules.

Mr. B keeps his mind open and exchanges his ideas freely with others. The superior-subordinate relationship in his department is not very rigid. He tries to develop informal contacts. His subordinates think that he is a result-oriented officer and takes work from them with human outlook. He feels each person has to be dealt with differently and the best taken from him according to his capacity. However, he would like to help each subordinate to the extent he can. He has good working relations with his colleagues but, he has only few close friends. His boss perceives him to be an efficient and honest officer but perhaps wants him to be more flexible.

Mr. B enjoys prestige in his department and hardly ever feels neglected. He has just adequate say in organisational matters. His new ideas and suggestions are received fairly well excepting in cases where it is inconvenient to implement them. He feels there is no direct relation between good work done and credit received for it. However, he believes in most cases, particularly in the long run, some credit is given.

Mr. B further affirms that there is no immediate reward or incentive system for good work done. He adds that in the subordinate services, there is hardly any incentive except promotion to the next grade which comes after many years. He thinks that this reward is governed by seniority

and fitness and, even where the rules provide for merit-cum-seniority, the administrative culture prevailing usually gives substantial emphasis on seniority. He means to say that in the higher civil services, rewards in the form of promotion posts are rarely connected with good performance and many extraneous factors seem to be taken into account.

Mr. B had various hopes and aspirations at the time of joining the organisation, but they were mainly related to good salary, prestige, promotion prospects, etc. He is more or less satisfied with his promotions. However, he feels that government should provide more facilities, like liberal loans, education allowance for children, good housing, subsidised stores/canteens, car allowance, etc., rather than raising their pay scales. He thinks that such facilities would enable government servant to live at the same standard as of those working in public undertakings, banks, defence services, etc.

Mr. B finds it difficult to take up general service problems individually. Such problems, he thinks, are usually taken up by the association but not very effectively. He approves of the representation method which people generally adopt for their service problems. He expedites the cases of his subordinates after being convinced about the merits of the case. The cases which are beyond his competence are sent to the competent authority by him. He also attends to the demands made by employees' associations regarding various grievances. He enters into personal discussions only when he finds that demands put before him are reasonable.

Mr. B does not feel the necessity of a change of job at present. He thinks his job provides him enough opportunity to use his abilities. He hardly ever thinks that he is not doing full justice to his work. However, he feels there should be even distribution of work so that he may have sufficient time to attend to work with greater attention and improve the quality of output.

Although Mr. B would prefer to work by himself yet he would invite the participation of his subordinates. He would like to do many different things, but would prefer to be in a situation where he could direct others.

He feels that the employees of his department want their



top bosses to have clear appreciation of the issues and quick objective decisions. They like their bosses to handle their demands or grievances firmly and sympathetically. They don't like them to take decisions on the basis of self-interest. They tend to be contemptuous if decisions are made on this basis.

Mr. B feels that his last five years' life, in terms of career, has been satisfactory, but in terms of family it has been so so. Since he could not devote sufficient time to his children. His social life too had been restricted because of lack of time and transport costs. He feels somewhat disappointed to see the crumbling of values among politicians and civil servants on the national plane. During next five years, Mr. B proposes to go on training course abroad to a good foreign university to acquire knowledge to enable him to work in a senior position in the government of India or in a public sector undertaking run on commercial lines.

In case of rebirth, Mr. B would like to specialise in a particular scientific discipline and pursue a liberal education as a hobby.

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#### CASE 4

Mrs. C has been working in Delhi Administration for the last 14 years. She is an introvert. As such, she will not like to disclose her problems. She is married and has a family. At times, she feels she is too much of a government servant than a mother. Due to her work in office, not much time is left for children and family.

Mrs. C does not seem to have any social problems but her job often creates tension in her mind because it has to be finished by a fixed time.

Mrs. C at times does feel she was not born in India, especially when she does not get things in the open market. Otherwise, most of the time, she is proud of India's cultural heritage. She also wishes for not being in the government

service but this happens only rarely.

Mrs. C had an alternative job of lecturership at the time of joining government service but for status and security, she preferred the present one.

Mrs. C feels quite secure and free in her job and also in taking decision. She gets adequate salary. Still she does not like her job much for want of discipline, punctuality and honesty in the staff. Writing gives her a sense of fulfilment. But she does not get opportunity to do so in her present assignment. In view of the present situation, Mrs. C finds the working conditions to be quite good. And she feels quite satisfied with it. However, the sense of indiscipline in the staff worries her much.

Mrs. C gets on well with her colleagues but she cannot say anything about the opinion of her boss and subordinates, about her. However, she herself feels good of them.

Although Mrs. C does not have much say in the organisational matters, yet she never feels that she does not have prestige in the department. She does not feel neglected or ignored.

Mrs. C feels there is no incentive system in the government organisation nor is there any credit or recognition for a good job done. As such her aspirations have been fulfilled only to a limited extent.

Mrs. C tries to solve her problems as well as the problems of her subordinates by discussion, and tries to do full justice to her work. However, she feels her job does not provide her enough opportunity to use her best abilities to do the things, she is best at. Quite often, she thinks, this is not a proper place for her to work and if some other alternative is available to her elsewhere she will leave this organisation.

Although Mrs. C may sometimes invite the participation of her subordinates, yet, she would prefer to work by herself. She would like to do a repetitive type of work and prefer to direct and be directed by others.

Mrs. C's past 5 years' life in terms of career, family, society and nation had been just OK and she does not have any thing to achieve during next 5 years. However, she would like to be a classical singer in her next birth.

## CASE 5

Mr. C has been working in Delhi Administration for the last twelve years. He is a carefree person and hardly gives any serious thought to his personal problem. He does not bother till things become unmanageable. He does not believe in keeping undue secrets to himself, and does not feel ashamed of even in telling his vulnerable points and facts. He is basically very shy person and becomes nervous when he talks to a stranger or very different person.

Mr. C is very much attached to his wife and children and feels bad when they are in trouble. Although his family members consider him to be careless, yet they believe him to be sincere. Even when people criticise his character, and doubt his integrity, his wife does not believe them. His children always side with him whenever there is a clash between him and his wife.

Mr. C thinks most of the people are wicked and hypocrites. They are fools and have a 'some-how-pull-on-attitude'. They are nice to an extent of no cost. Somehow, he has a close circle of friends amongst whom he is very popular. Others consider him to be a nice person.

Mr. C is very dissatisfied and unwilling worker, and hardly bothers about what his friends and colleagues think about him. He thinks there is no scope of showing initiative or commitment to his job.

Mr. C wishes, he should not have been born in India nor he should have joined government service. Since he hardly had any alternative, he had to join it. Besides, other considerations, like prestige and financial benefits also tempted him to join this service.

Mr. C feels he does not enjoy any freedom in his work and various factors like foolhardy attitude of superiors, out of the way lobbying by juniors and other political factors block his way and retard the smooth sailing of work.

Mr. C hardly likes his job and feels that in this type of job, nothing other than earning money by underhand means and using his personal influence to further his personal interest can provide satisfaction. However, he would feel happy in having result-oriented tasks; in improving subordinates<sup>2</sup>

discipline; in having precise and clear noting; in giving fair deal to representation; in being fair to the extent that the devil should also get his due; and in correct interpretation of law.

Mr. C, however, feels quite dissatisfied on account of being arbitrary; missing subtlety of points for his personal gains; being unfair to people; adopting every means to attain a desired end; and being harsh and ruthless to people.

Mr. C is also very much dissatisfied with the type of working conditions prevailing in the government departments. Although he is slightly better off, however, he feels bad and disgusted about the direct recruitment system of class II services in free India.

Mr. C feels his salary is not adequate enough to meet his basic requirements of life. However, he feels most secure in his job.

Mr. C feels that his superiors are very good and cordial; juniors, up to officer level, are also obedient and result producing, but he finds staff below superintendent level is very lazy and indifferent to work. Apparently, they behave to be very obedient but they hardly do what is told to them.

Mr. C does not take lunch and go else where to get together. However, he meets his departmental people.

Mr. C thinks that his subordinates consider him to be a very liberal and considerate person. However, on his turn, he finds them quite useless person who will come to him only for favour. He further adds they never comply as per his specifications, howsoever clearly explained to them.

Mr. C has got very good relations with most of his colleagues but his boss considers him to be a very careless person.

Mr. C does not have a say in the organisational matters. He thinks that, at his level, the scope of independent thinking is very limited. In some disciplinary cases or in pension cases, however, his recommendation is normally accepted. In spite of all these things, he never feels he does not have prestige in the department or that he is ignored, etc. However, he does feel when officers of higher cadre look down upon him.

Mr. C feels there is no incentive system in the government for the good job done. Some credit or recognition, however,

is always given in the form of appreciation but it does not get due reflection in the confidential roll. He feels it is the general image which influences the reporting officer than the actual work done by an officer.

Mr. C had a hope to become IAS officer but the same has not yet been realised. However, he hopes to realise it after 3 or 4 years.

There is hardly any unmanageable problem for Mr. C. Nevertheless, he tries to manage the problems of his subordinates. For this purpose, he goes strictly as per government rules.

Mr. C thinks that his job hardly provides him enough opportunity to use his best abilities. He feels, he is basically good in field work, but he has never got any opportunity to work there so far. There is nothing in his present job which he would like to see changed. He has never thought about the suitability of his placement in this job, nor has he thought about leaving it.

Mr. C would prefer to do as many different things as possible. He would like to do work with others, and would let his subordinates do whatever they feel like. But he would prefer to be in a situation where he is directing others.

The employees in his department think about their top bosses as mean, foolish and rigid persons.

His family life had been good during the past five years. He prefers to keep mum about his career and has nothing to say about his social and national life. He has no aspirations or plan to materialise during next five years. However, he would like to be a rich man in case he is reborn.

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## CASE 6

Mr. S has been working in Delhi Administration for the last twenty years. He is a middle-aged, easy going person. He has a sensitive ego and dislikes any personal discord or acrimony. He tends to be physically and mentally lazy. He

exerts in official and personal life only when he is under pressure. He dislikes uncertainty and has become a creature of fixed habits and daily routine.

Mr. S is married and has only two teen-age daughters to look after. Although, he cannot give them enough time, he provides for them adequately and ensures them good living conditions. His daughters on their own manage their affairs and do well in their studies. He wishes them more care and attention.

Mr. S has hardly any social life. He faces lot of constraints of time and money. He feels restrained to lead a social life because of long hours in office and rising prices. He thinks that his official contacts are purely mercenary and do not last long. He alleges that people break away these contacts as soon as their job is done. His neighbours and acquaintances have also stopped the habit of dropping in casually.

Mr. S has too much work with intense public pressure, in his present assignment. He thinks that his job takes most of his time and energy and he feels fatigued due to this.

Mr. S never wished for not being born in India. After having seen the European life, his ideas have undergone a radical change. He prefers now the security and comforts of a family life of a middle class Indian. However, he wishes he was not in the government job, because he feels the job content of IAS, the emoluments, security, prestige and above all the job satisfaction has changed over the last twenty years.

Mr. S had a brilliant career to the extent that he topped in M.A. Economics in 1957. He had already been working as Lecturer prior to his joining government but for family tradition of civil service for three generations, he came to government side.

He enjoys a good amount of freedom in his job but sometimes he feels there is a lack of decision on policy. On the other hand, individual representations moved through VIPs assume an importance and urgency which disturb the routine of the office and cuts into time and energy. Lost cases are pressed again and again and superiors consider it their right to intervene in individual cases.

Although Mr. S does not like his job much yet he feels a sort of satisfaction when a job is well done. He further feels more satisfied if office work is organised in such a way that legitimate claims of public are decided automatically in a routine way and occasional cases of wrong or neglect are redressed. He feels that public confidence gets increased and satisfaction becomes higher if greater part of the work in office is disposed of quickly.

However, the arduous work and long hours needed to complete it; constant nagging by seniors for cases benefiting them; frequent interminable and useless meeting and lack of grace and courtesy bordering on crudeness stand in the way and make him feel very much dissatisfied and unhappy. It disturbs his working hours and takes too much time and energy which could be better utilized for running the big office.

Mr. S finds the work conditions to be poor and feels that it is not conducive to effective functioning of this organisation. He is not at all satisfied with it. He thinks Delhi Administration is not only top heavy but also suffers from multiplicity of agencies. He feels so many long and useless meetings held by seniors take much of the time. As a result, the routine work is not done and when routine is blocked, inter-departmental work is also held up. This leads to more meetings. He, therefore, wishes this vicious circle is broken so that senior officers in the administration may get more time to be in their chair.

Mr. S feels very insecure in his job. He says Home Ministry manages IAS (UT) cadre. Through ignorance, they neglect the interest of particular officers, and do a very poor job of cadre management. By administering each of 10 Union territory's cadre management, they consider themselves as the master of the entire cadre. In this context, the entire cadre has a sense of insecurity and resentment. He also does not find his salary to be adequate to meet his basic requirements.

Mr. S feels there is a good amount of trust, cooperation and consultation amongst his employees. And superior-subordinate relationship is sailing smoothly in his department. However, his boss considers him to be a donkey who can be

loaded with work but he can be trusted. His subordinates consider him to be a dull grinding middle-aged executive who is lazy to get on with. He often wonders why his subordinates work so hard and well in spite of absence of motivation.

He has altogether a different perception about his colleagues. He feels at the level of even 20th year of service in IAS, the rat race is on and so severe that there is only an outward show of cordiality. Those who cannot keep up are jealous. Those who are blue-eyed boys throw their weight about without working. A few professionals, however, get together with him and are his good friends.

Mr. S feels the routine work is so heavy and decision making process so disorganised that neither new ideas/suggestions are floated nor well received. Decision making is done by a caucus, especially formed on basis of caste and province. So far as the internal working of his office is concerned, the service management is so faulty that it sometimes becomes impossible to keep the office together as a team. He does not have any say, particularly in service management of junior subordinate service.

He feels there is neither any incentive nor recognition for a good job done. The caucus arranges things as per their convenience. A job done is a job finished. A job not done is blown up. Before joining, he hoped to get the work moving on rationalized policy and provide some public satisfaction. But this has been realized only to a small measure.

Mr. S feels there are few cases of subordinate's grievances and conflicts and they can always be resolved by having a meeting of all the officers together. But he says, he does not have any control over their grievances on service prospects as these are controlled by service department. As regards his own problems or grievances, hardly any body cares. His promotion has been blocked for three years and others juniors to him are promoted. But, he is overloaded with work. Due to this he has developed a feeling of being exploited.

Although one keeps learning and improving one's performance at any job, yet he feels his job is so heavy and challenging that it does not provide him enough opportunity to use his talent in his department. The meetings and catering to seniors are more important than getting the



work done. Looking to this, he often feels he is not doing full justice to his work. He also feels that this is not a proper place for him to work. His promotion is 3 years overdue and he would like to leave it at once as soon as he gets it. However, he would like to see certain things changed. He is of the view that heads of departments and secretaries should be given more time to do the work in their offices rather being employed in supporting the personal grading of their seniors.

Mr. S would like to do as many different things as possible but would prefer to work by himself. He may invite subordinates' participation but would prefer to direct them.

Mr. S feels that the employees of his department are frustrated by the type of service management and rough behaviour they receive. The least he likes is management through running caucus, playing favourites and rough behaviour.

When Mr. S looks back to the last 5 years of his life, he finds his career had been full of anonymity, penury, hard work and supersession. His family life is that of neglect. His social life had practically been nil and his national life utterly confused.

During the next 5 years of his life, he proposes to get a post where he can devote more time to his family by way of companionship since he vehemently feels that the commitment given to office work was not worth the sacrifice of family life.

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## CASE 7

Mr. F has been working in Delhi Administration for the last 15 years. He describes himself to be a public servant in chains. He feels unhappy as his energies are dissipated in meeting the demands of the rich in a system dominated by the rich. Still he is not frustrated and is only waiting for the clouds to clear off.

Mr. F is happy and proud of his family but he is unhappy

about the society because it is class oriented, dominated by an unscrupulous rich group which is ruling a vast majority of have-nots. As regards job, he feels as much as a bonded labour should feel about his chains.

Mr. F has no regrets for his birth in India. He rather loves it, because it needs his love for its redemption. He also does not feel sorry for having joined the government job, for it has at least given him an opportunity to know its mechanism and how it controls the society.

Mr. F was already having a job no less important than the present one but he left the previous one as he had no contact with the masses there, and joined government to know how it works actually; and to come in contact with masses.

Mr. F has reasonable amount of freedom in his job. But the present system of spoils; politicisation of welfare measures and public interest leave a bad impression on him.

Mr. F is very little satisfied with his job. Because he thinks that satisfaction depends on the value judgement of an individual. However, the little drops of tears that he can occasionally wipe off from the eyes of the poor, provides him the maximum satisfaction and happiness. He feels very much disappointed and unhappy about the interference by the politicians and their hypocrisy aided and abetted by the top brass of the bureaucracy and the gap between prescription and practice. It all happens through the system of spoils which has subordinated the value judgements of the civil servants to the partisan interest of the politicians.

Mr. F finds the working condition of the organisation as extremely poor and is not at all satisfied with it. The administration, he adds, functions through a system of *parchas*, i.e., 'slips of paper' issued by the politicians and the top bureaucrats and the poor India exists beyond these *parchas*. This is how he says the system of spoils gets mechanised.

Mr. F feels his salary is just adequate for two square meals a day. He feels reasonably secure as well. However, some insecurity crouches his mind. Because he is nobody's camp follower. Besides, his love for the poor and his reluctance to submit to the demands of the unreasonable but powerful rich also increases the same.

Mr. F thinks that the superior-subordinate relationship in the government organisation is ultimately based on class domination. However, he gets on well with his colleagues. If he avails of any break at all, he sits with them.

Mr. F thinks the image of his boss about him is fairly good and respectful. At times, he may even be envious also because of his efforts to grow bigger than the post he holds.

His people at the lowest rung of the ladder feel happy and secure with him. But those who are off the track feel unhappy and nervous. He is tough with his subordinates, if there is a deliberate mischief. Nevertheless, their welfare is uppermost in his mind.

Mr. F has got a say in the organisational matters, and never feels neglected or ignored. He thinks he belongs to the vast majority of the people who are not privileged in our resourceful organisation. He enjoys a prestige and his suggestions are generally given serious consideration. However, it all depends on the individuals and their reactions who are to judge his actions.

Mr. F feels that, according to his knowledge, there is no incentive system for the people who hold their head high, nor any recognition for a good job done. He feels the spoils belong to the political victors and their camp followers.

Mr. F had no other ambition than to know how administrative machine works through various cross-currents. This perhaps seems to have been realized.

Mr. F tries to solve the problems of his subordinates to the extent possible by acting as an arbitrator when both the sides have strong points. Otherwise, he feels contented by expressing strong disapproval of this action. As regards his own problems, he does not have any expectation from a system which runs counter to his ideals and models. Mr. F does not think that his job provides him enough opportunity to use his best abilities. He feels the sky is the limit for his mental and physical exuberance. Mr. F knew already, before he joined the government, that this is not the proper place for him. However, he joined it just to know the system. He thinks he is now prepared to leave it altogether, not for a better job elsewhere.

Mr. F would prefer to do many different things but with the cooperation of others. He would even invite the participation of his subordinates but would like to direct them lest they go astray.

The employees of his department would like their top bosses to be kind, considerate and understanding but tough with the delinquents. The least they would like about them is their 'divide and misrule' policy.

Mr. F thinks that his career during the past five years had been rich with experience, family life happy and social and national life to be dark with a silver lining near to the bay of Bengal. He does not propose to do anything during next five years but a coup in the societal organisation.

Mr. F does not seem to believe in rebirth and considers this world as a place worth living for the people who are poor now.

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## CASE 8

Mr. R. has been working in Delhi Administration for the last 29 years. He is an introvert person often handicapped by feeling of acute depression, lack of confidence, anxiety and pessimism. He is over sensitive, but honest and devoted to his work. He is waiting for the day when he will retire from service.

Mr. R has not been able to give proper attention to his family, because of acute anxiety about office work which has preference over domestic life. He spends more time in office than, perhaps any other officer in the department. Consequently he has very little time for family. Otherwise, he is quite responsible in family matters. He feels that he is unable to make any significant contribution to the community because of his peculiar circumstances.

Mr. R actually does not like the job but he has to stick to it because of sheer economic necessity. Still he is doing his best even under difficult circumstances.

Mr. R never wishes that he should not have been born as an Indian. However, he wishes that he had some other job, provided he is assured of a reasonably good income from business or any other avocation. The main consideration of his joining government job was economic. He had no alternative. It was just to make a living.

Mr. R enjoys moderate freedom on his job, but he feels hampered in his work because of too much work, inefficiency, inexperienced staff and indiscipline, particularly, at lower levels.

Mr. R has a moderate liking for his job. He feels that in this type of job a person can obtain satisfaction only by doing justice, regardless of considerations of revenue and quick disposal of the cases. He feels more satisfaction in accepting appeals against glaringly perverse orders and in punishing dishonest traders. However, lack of appreciation by the seniors, inexperienced and untrained staff and their indiscipline, lack of punctuality and neglect of duties make him feel dissatisfied and unhappy.

Mr. R feels that the working conditions in his organisation are not conducive and he is not at all satisfied with them. He finds a wrong staffing policy, untrained staff and indiscipline, particularly at lower level, are responsible for this type of conditions.

Mr. R feels quite insecure in his job. But he attributes it to his own mental attitude. He does not find his salary adequate enough to meet his requirements but since he cuts his expenditure and supplements it with rental income he is able to pull on his expenses.

Mr. R feels that the relationship between the superior and subordinate is also not cordial. He thinks that the superiors are rather afraid of the subordinates at lower levels because of their indiscipline and arrogance. The officers are said to be largely demoralised. He prefers to stay in his own room during lunch hours and does not mix with others. But he gets on fairly well with his colleagues. He commands respect from them. However, he feels that his contacts with them are not very informal; they are mainly at the official level and are formal.

His subordinates think that he is a hard task master. He

himself works hard and expects them to work at least for 5-6 hours a day. He is very strict with them in regard to matters of punctuality and discipline. In his turn, he finds them first rate shirkers having no sense of devotion to duty. His boss thinks of him as an honest, efficient and hardworking person.

Mr. R has some say in organisational matters. He is often consulted before important decisions are taken. However, sometimes, he feels that he is being neglected and ignored. Though his views and suggestions are considered rational and practical and are accepted, yet they are hardly implemented.

Mr. R feels that an incentive system for good work existed in this organisation till some years back. But it does not exist now. Now-a-days, the emphasis is on quantity.

Mr. R hoped to better his status and economic conditions by honest and hard work. These hopes he thinks have been substantially fulfilled. But he thinks that the conditions were better some years ago. Honest and hard working persons were often rewarded then. But there have been changes since then.

Mr. R feels that his problems are not easily solved in this department. Some are solved only after repeated requests and representations, but many remain unsolved. He, however, tries to help his subordinates in their difficulties as much as he can.

Mr. R feels that his job does not provide him enough opportunities to use his best abilities. Quite often, the quality has to be sacrificed. This leaves a feeling of guilt. He would like to introduce several changes but he fears things won't move accordingly. Looking to these things, he often feels that this is not a proper place for him to work and thinks of changing his job and going elsewhere. But as a realist, he knows that it is difficult to find another job. He also feels that he is too old to think of any change at this stage.

Although Mr. R would like to do the same work, during the day, yet he would prefer to do it by himself. He would prefer to receive instructions in his work rather than issuing instructions to others. However, he would welcome the participation of his subordinates in his work.

The past five years in Mr. R's career have been that of increasing frustration but, his family life has been quite satis-

factory. He did not have much of a social life and his involvement in national life was also reduced to minimum during these years.

Mr. R does not have any future plan since he is retiring in August, 1982. But in case he is reborn, he would like to have good health, peace of mind and make useful contribution to the society.

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## CASE 9

Mrs. D has been working in Delhi Administration for the last 11 years. She is an individual of moderate qualities. She does not have as much confidence in herself as desired. Her principles in life are honesty and truthfulness. She wants to get the things by really deserving it.

Mrs. D is married and is having an affectionate husband and two loving children. She is quite happily settled.

Mrs. D thinks the values of life in the society of today are changing rapidly and the change she thinks is not towards the better. Still she thinks she is not that much frustrated. She has faith in the inherent values of life which in her view are not yet fully extinguished in our country. She never wished not to be born as an Indian.

Although Mrs. D is quite satisfied with her job and hardly feels sorry for having joined the government, yet she sometimes feels frustrated when she finds that in spite of her best efforts, she is not able to achieve the results due to the system being stereotype.

Mrs. D was already a Lecturer in a Women's College prior to her joining the government service. But for security, status, her special aptitude for executive jobs and above all to serve a wider range of society, she preferred to join the present job.

Mrs. D feels quite secure in the job and likes it well. She enjoys a good amount of freedom as well. However, she feels dissatisfied and restrained for want of clear policies; adequate

facilities; proper distribution of work, and capable assistance.

However, this is a point of great satisfaction to her that she is trying to remove public frustration to the best of her ability; helping them to get their official work done and to restore the confidence in government which the public seems to have lost.

Mrs. D feels that the working conditions in her organisation are not up to the mark, and she does not feel satisfied with it. She thinks some rigid rules and lack of interest to improve the conditions are responsible for it.

Mrs. D thinks that the superior-subordinate relationship in her department is quite cordial and she gets on well with her colleagues to the extent that some of them have become her personal friends. Her subordinates are basically good people. But she thinks there are some limitations. They need training. However, they appear to be satisfied with her. She thinks, her boss has full confidence in her working capability and integrity.

Mrs. D has a say in the organisational matter to the extent it is connected with the jobs assigned to her and there are very rare occasions when she feels neglected or ignored. She has prestige in the department. And her suggestions are given due appreciation. But she feels the occasions for giving new ideas arise few and far between.

Mrs. D feels there is hardly any scope for incentive system in the government for a good job, none to her knowledge at least. Whatever credit or recognition is given, it is expressed in the form of confidence in a person and nothing more than that.

Mrs. D had a lot of hopes and aspirations but they have not been fulfilled in entirety. Probably, it is nowhere possible, she thinks.

Mrs. D resolves the conflicts of her subordinates by listening patiently and then by giving personal suggestions. As regards her own problems, she tries to solve these through discussion with superiors, subordinates and colleagues.

Mrs. D feels her job does not provide her much opportunity to use her best abilities. Sometimes she feels that she is not doing full justice to her work, that this is not a proper place for her to work and that if some other suitable job is available



to her elsewhere she might even leave. But she thinks with the improvement of working conditions, viz., proper office accommodation and adequate staff, the things might be OK.

Mrs. D has a sense of team spirit and would like to work with others. She may even invite the participation of her subordinates. But she would prefer to direct or be directed by others as per situation. She would like to do different as well as the same things at regular intervals.

She thinks, the employees in her department would like their top bosses to have cordial relations with them, to develop understanding towards their problems, and to make efforts to solve them.

The past five years' career, family life and social life of Mrs. D had been quite satisfactory. But her national life had not been so good.

For the next five years, she has got a plan to have a car; to build her own house and to get some more challenging jobs.

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## CASE 10

Mr. Z has been working in Delhi Administration for the last 34 years. He is a person who was inspired by patriotism and idealism, right from the days when he was a college student. He always wore hand spun khadi. He wanted to be a teacher and had no intention of joining government service. He is somewhat reserved and introvert. He is fond of study but does not do it regularly. He has fought injustice against his own self and against others. He gets excited easily and loses his temper but for a righteous reason.

Mr. Z is a loving father of two children. He is quite liberal and lets them have their own way. He loves his wife but has not been able to give her much time and attention with the result that she feels somewhat neglected.

Mr. Z thinks that very few people are decent. He finds that a majority of them are self-centred and selfish. In his view, moral values are getting eroded very fast and society is

decadent. He considers it to be a sick society.

Mr. Z has always worked hard and done his best in the job. He is known for his solid contribution. He feels that one can do a lot in spite of many constraints if one is earnest. But during the last two years his fervour had diminished. This surprises him. Perhaps it was due to the non-recognition of merit by the government. Sometimes he wishes he were not born in India. However, he does not appear to be sorry for having joined government service.

Mr. Z wanted to become a teacher, but he did not get a good teaching job. He had, therefore, no alternative but to join government service. He enjoys moderate freedom in his job but because of budgetary constraints and political interference, the work gets hindered.

Mr. Z likes his job which is result oriented. Good results, good reputation in the public and among officials give satisfaction to him. But he would have been much more happy if he could make more contribution to the job or to the organisation, if his staff gave him respect and regard and his superiors recognised his merit.

Mr. Z feels that working conditions are not very conducive to the effective functioning in his organisation. The only thing that has considerable effect is housing. He is of the opinion that getting a government house does increase effectiveness. However, there are no reasons for dissatisfaction. He gets enough to meet his requirements and feels completely secure in his job.

Mr. Z thinks that the superior-subordinate relationship in his department is quite formal, and he gets on well with his colleagues. His boss considers him to be a hardworking earnest officer but slightly rigid and unbending. His subordinates also take him to be a strict and hard task master. He does not, however, hold a good opinion about his subordinates. Very few of them apply themselves earnestly to their work and put in labour needed to deal with the job entrusted to them.

Mr. Z does not have much say in setting the policies but enough in determining the methods and procedures. His ideas and suggestions are well received in the department and he very seldom feels neglected or ignored.

Mr. Z does not find any incentive system for a good job done in the organisation. However, some credit is always given for the same in the case of posting. He himself got a lot of it in most of the postings.

Mr. Z did not have any significant aspiration at the time of joining government service. He simply hoped that his life would be financially very well off. But the same has not come out to be true due to the continuous exorbitant rise in prices.

Mr. Z does not visualize any standard way of solving his problems or the problems of his subordinates. His subordinates feel free to come to him. When they come, he invariably calls for a report and papers within a fixed time. It is followed up by his PA if the report is not received in time.

Mr. Z feels he gets enough opportunity to use his abilities and hardly thinks he is not doing full justice to his work. He seldom feels this is not a proper place for him to work.

Mr. Z would like to do many things. He likes to work with others also but he prefers to be in a situation where he can direct others. He prefers to rule with a firm hand.

The employees in his department like their top bosses to do justice, and fair play in their personnel matters, such as seniority, promotion, etc. The least they like is the non-availability of their bosses for hearing their grievances, rude behaviour and indifference towards their subordinates.

The past 5 years' life of Mr. Z in terms of career had been somewhat disenchanted but his family life had been happy. His social life has been decaying fast but the national life was already decadent.

Mr. Z is retiring on March 31, 1980. As such he is having no plan in his mind. However, he would like to work for a social or developmental agency to utilise his time and supplement his income. He would do real solid, selfless social service, if he were reborn.

## CASE 11

Mr. H has been working in Delhi Administration for the last 20 years. He thinks himself to be a human being composed of the five elements. He is an introvert by nature and dislikes hypocrisy. He does not believe in religious rituals. But he believes in doing good deeds as far as possible. He hates falsehood but he will not utter painful truths. He has an urban bias.

Mr. H is quite happy with his family and is satisfied with his job. He is well adjusted in society and does not have any regrets. He never regrets having been born in India nor does he ever feel that he should be in government service.

Although Mr. H had the option of joining other types of services, yet, to make a living, though moderate in standard, he preferred to join government.

Despite the fact that there are no major blocks in his way of work, Mr. H does not have much freedom in his work. He feels that all pervasive rules, regulations instructions and orders leave very little scope for freedom and initiative.

Mr. H likes his job, but he feels that in such a job one can have satisfaction by being helpful to people and to give them just an impartial treatment. He feels very happy when an unjust decision is undone and a right personnel policy is adopted.

He thinks that a major part of his job involves only routine repetitive matters which do not require exercise of faculties of reason or critical analysis or decision-making. To that extent, the job becomes a dull affair.

Mr. H thinks that there is nothing wrong with the working conditions but the bureaucratic culture is not conducive to efficiency or quick disposal. He is not very satisfied with the way the conditions are prevailing in this department. The application of and adherence to antiquated rules and regulations, inherent in the bureaucratic functioning, are the main sources of his dissatisfaction.

Mr. H believes in simple and austere living. Therefore, whatever he gets by way of salary is adequate enough to meet his basic requirements. He feels secure in his job as well. However, a little insecurity lies in administrative accountability which is sometimes not objective.

Mr. H feels there is no friction at any edge and the superior-subordinate relationship in his department is sailing perfectly. Fortunately, the inter-relationships between various levels of hierarchy are well defined and correct. There is every reason to believe that his boss has a good opinion about him and his work. His subordinates also consider him as a desirable officer to work with, but sometimes, they misunderstand him. He likes most of them. But he does not like some of them because of their dishonesty. He gets on well with his colleagues except with those who are arrogant. Those who do not have mental affinity with him, might consider him cold and aloof.

Mr. H rarely feels neglected or ignored in his department. But there is not much scope for original ideas. Good suggestions are, however, well taken. He thinks that he has very little say in organisational matters.

Mr. H does not find any incentive system in his organisation. Rules, he points out, do not envisage much apportionment of credit or recognition but usually lay down how to fix blame. Recognition is often on a subjective basis, if at all.

Mr. H strives to do whatever job is entrusted to him well without hoping for anything in return. There cannot be many hopes and aspirations for an officer at the middle level who has completed more than half of his career.

Mr. H thinks that there is not much conflict or grievance in his department. Most of the subordinates are interested in getting as light a seat as possible. In the secretariat, there are few problems. But whenever there is any personal problem, he always went to his boss who is quite sympathetic to him.

Mr. H thinks that his abilities are not being utilized to the full. It is being used only partially. And much remains with him. However, he tries to do full justice to his job as and when the need arises, and seldom thinks that this is not a proper place for him. He, however, feels that some delegation of responsibility at least in minor matters is necessary.

Mr. H would prefer to do various types of things but by himself alone. He would seek the cooperation of his subordinates but would also like to direct them.

Mr. H feels that in government departments, especially in

Secretariat, it is management by rules rather than management by people. So the top bosses also make only a marginal difference.

The career of Mr. H during the last 5 years had been quite educative and his family life well spent. But there is nothing significant in his social life and nothing much edifying in national life. He does not visualise any future plan except to be able to contribute for the betterment of living conditions of his fellow citizens.

Doing his ordained duty, Mr. H has very little to complain of even in his present life. However, if born again, he would try to make his country a cleaner place to live in.



## CASE 12

Mr. D has been working in Delhi Administration for the last 29 years. He has faith in religion and describes himself to be an Indian struggling for existence in the present economic situation in the country and without any freedom to progress with personal efforts. He feels to be in a dilemma while working in government service. And due to this dilemma he can neither leave the job for fear of insecurity nor he is happy to continue in it.

He is unreservedly happy with his family. He has good sons and daughter and a very sweet wife. There is a sense of belongingness amongst his family members. But he considers society to be selfish. He says that people come to him only for their personal gains.

Mr. D feels there is too much of organisational work without physical achievements. The real technical knowledge here is not being utilized.

After his visiting Australia in 1971 and comparing its conditions with that of India, the feeling of being born as an Indian is getting more weighty day-by-day. He wishes that he should not have joined the government job. But having no other alternative and for honouring the wishes of his

elder brother, he had to join it.

Mr. D does not have sufficient freedom to work because of too much hierarchical procedure in administration, affiliation of subordinates with political bosses and condemned staff posted in this office from other offices against the wishes of this office.

Mr. D does not like his job much. However, he feels much satisfied when his work is appreciated and due promotion is given, when he is not unnecessarily blamed and when there is least interference from extraneous agencies. He would be quite happy when good work would be rewarded, bottlenecks removed, proper guidance from high ups given, dishonest and mischievous punished and his job freed of political interference.

He feels quite unhappy when false reporting is there, when the political bosses act under wrong guidance and try to undermine the honest officers, when undeserving people get preference in promotions, when official bosses act under political pressures and ignore the reality and try to make the subordinates scapegoat and when there is an act or decision of ascriptive nature.

Mr. D is not much satisfied with the working conditions of his department. He feels that office is improperly constructed and there is lack of space. Right type of staff is not available. New entrants are not properly trained and there is too much of hierarchical rigidity in administration and accounts.

Mr. D feels that he is poorly paid and does not get enough to meet his basic requirements. He has to supplement it with his agricultural income. He does not feel much secure in his job because the post at which he is working is not yet permanent. It has yet to be declared permanent by the chief secretary.

Mr. D feels that there are good, cordial relations between superiors and subordinates. His boss fully trusts him and thinks that he is straightforward, honest and technically sound person. His good workers feel happy with him and take him as a friend and guide but his bad workers are somewhat jealous and try to create misunderstanding. They resort to backbiting for their personal gains.

Mr. D feels that he has a say in the organisational matters, unless the decision-maker is cowed down by some extraneous factors. He records his views very clearly and boldly and these are mostly carried. He never feels that he does not have any prestige in the department. He would prefer to leave it when such a situation would arise. However, he feels that there is no incentive system for good work done in the organisation. Credit is out of question and good job done is considered as a part of duty.

Mr. D had an aspiration to rise up to the highest level. But it has not yet been possible for him to achieve it due to the change in situation.

Mr. D tries to solve the problems of his subordinates face to face. But his own problems and difficulties are solved very slowly. Many a time these are not solved at all, due to defects in the administrative system.

Mr. D does not think that his job provides him enough opportunity to use his best abilities. He thinks he can do more.

Usually, he does not feel he is not doing full justice to his work but when there is an undue interference from upper level, he does feel so. He is always keen to have better job and for that matter he has always competed through UPSC but since he does not have political backing, he has not been successful so far.

Mr. D would like to do many things and may work with others also, but he would prefer to direct others and rule over them with a firm hand. He feels the employees who have no work or are working merely for pecuniary benefits, like their bosses to be away from office so that they can while away their time. They don't like regularity, punctuality and stagnation on job. They want promotion even out of turn and without deserving it.

The life of Mr. D during the past 5 years in terms of career and family life had been successful without yielding to undue pressures. But his social life was cut off from relatives and friends due to work. As regards national life, he did his job as best as he could do.

Mr. D feels no one knows about rebirth and has not, therefore, reacted to it.



## CASE 13

Mr. M has been working in Delhi Administration for the last 14 years. He is a man of typical nature. He is good humoured, affable and patient, but with spells of short tempers and tendency to wish to be left alone. He is very much attached to his family but he can take or leave the society.

Mr. M looks upon his job as a source of income which he needs and a sort of challenge to do well or better than others; with a sense of responsibility.

Mr. M sometimes feels he should not have joined this job but he never wishes that he was not born as an Indian.

Before joining government, Mr. M had an alternative and he could have branched off to research and academic line but for domestic circumstances and personal preferences he joined the government service.

Although Mr. M enjoys a good amount of freedom in his job, yet he feels restrained on account of administrative red-tape and delays, lack of appreciative response from other wings of administration, and political interference.

Mr. M does not like the job much. However, he feels satisfied in detecting and prosecuting hard core, organised adulterators of food articles; in preventing minor offenders from being harassed; in maintaining excellent employer-employee relations; and in building clean image of the department.

Mr. M feels very much disappointed to find inertia on the part of administration; slow processing of matters relating to installations of vital change in the department; inability of a traditionally oriented administration to adopt itself to fast changing practices of modern society; and lack of involvement of colleagues and superiors in the kind of work they are engaged in.

Mr. M is also not satisfied with the working conditions. What to speak of other bigger facilities even the basic office amenities like telephones are not available. Save his salary, which is just sufficient to pull on, he feels completely secure in his job.

Mr. M, as head of department, is fully accessible to all his subordinates directly. He encourages informal meetings and

frequent discussions at all levels. He believes his subordinates find him humane, good humoured, firm and responsive to their ideas and suggestions. They further think about him as one who will not brook inefficiency, corruption and improper behaviour but will stand up to defend any act whose bonafides are clear. They consider him as a part of a team entrusted with a task, and like to swim or sink together.

He cannot say what his boss thinks about him and *vice versa*, because the bosses have been changing, and the present one is new to the department. He gets on splendidly with his colleagues, but he prefers to be left alone during lunch hours and makes it a point to avoid them.

Mr. M feels prestige can be derived from one's personality and is not related to any job or position. However, he has fair amount of say in organisational matters and his ideas are well received. Where his ideas are not received, he goes on plodding till either he changes his views or accepts the futility of his argument.

Mr. M feels that there is no incentive system in the department for a good job done. He feels that credit or recognition never comes unless one asks for it. Since he is not in the habit of asking, he has stopped caring for it.

Mr. M had no hopes or aspirations except to accept whatever was given in an efficient manner.

Mr. M says that conflicts of his subordinates are sorted out across the table and are generally nipped in the bud. As regards his own grievances, they have been partly resolved.

Mr. M does not think that his job really provides him enough opportunity to use his best abilities. He often thinks he is not doing full justice to his work. He would leave the organisation, if some suitable job is available to him elsewhere.

Mr. M is interested in doing different things but with the cooperation of others. He would even invite the participation of his subordinates but would prefer to direct them.

The best that the employees in his department like about their top bosses is non-interference in routine matters, clear policy guidelines and directions, accessibility, judiciousness and a humane approach. The least that they would like is the tendency of their bosses to avoid responsibility, their

contempt for views of subordinates, and their impersonal approach to personal problems.

Mr. M does not seem to believe in rebirth and considers this question irrelevant.

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#### CASE 14

Mr. G has been working in Delhi Administration for the last about 11 years. He is a very sensitive and intelligent person. He believes in self respect, devotion towards duty and sincere approach in handling problems. He has a sense of ego but he does not allow his ego to belittle other's points, if they are valid or helpful in solving problems. He believes in taking initiative. He is capable of providing leadership. He considers himself as a man of practical wisdom. He is very sympathetic and considerate towards his subordinates and colleagues. He believes in team spirit with initiative and leadership predominantly his own.

Mr. G has a happy home. He loves his wife and children. At times, he faces some adjustment problems because of difference in approach and outlook in respect of certain issues. But the problems get resolved rather quickly, because he cannot see others remaining unhappy for minor causes. He thinks discord and indifference are positively harmful to him and he believes that wife and children must not be kept tense even when they are indirectly responsible for the tension.

While Mr. G has respect for the code of ethics in society, he had never been able to reconcile himself with the extreme behavioural patterns within the society. Growth of art and culture in the society has lot of attraction for him, but at the same time abnormal concentration of wealth in the hands of a few and the shameful exploitation of the vast majority makes him sad.

Mr. G generally feels quite happy with his job but occasionally, he does not have the required job satisfaction.

He develops a feeling of distress when his initiative gets curbed and quality of leadership goes without expression. However, variety of his assignments during the last eleven years has sustained his job-satisfaction to a satisfactory level.

Mr. G never wishes he were not born as an Indian, but he sometimes feels bothered about his job. Although he remembers the days when he was teaching in a college, yet he does not think he has made a wrong choice by joining the government as an administrator. His main considerations to join the government service were to have better prospects to gain status in society and to be a part of developmental administration.

Mr. G generally likes his job and enjoys a good amount of freedom in it. However, lack of initiative, failure to anticipate problems, casual approach and unimaginative and illogical decisions devoid of practical considerations, make him feel dissatisfied and unhappy. However, he feels very happy in taking initiative, in taking decision, in helping effectively in policy decisions and in delivering goods in old pending cases affecting service matters of people.

The services department in his view is in a balanced state. The working conditions in this department are somewhat conducive to the good performance and effective functioning as views are allowed to be expressed in a frank manner. However, the need to find out satisfactory solution of old problems is felt sincerely at every supervisory level. He feels quite secure in his job and gets enough to meet his basic requirements.

Mr. G feels that the superior-subordinate relationship in his department is balanced and healthy. The cordiality is being maintained with some respectful distance and views of both the superior and subordinate receive proper respect and appreciation and the overall emphasis is on a meaningful and harmonious relationship.

Mr. G. gets on very well with his colleagues. His boss thinks very high of him. He has always expressed his views before him quite frankly and straightforwardly, which the boss has always liked. He is quite considerate to him. His subordinates also like him a lot and think of him as a hard

task master but quite considerate towards their genuine problems. On his turn, he also feels much for them and takes care of them properly. It has always been his effort to see that they are not unnecessarily hurt.

Mr. G has a say in the organisational matters and has never felt neglected on any count. His ideas and suggestions also are very well received. But Mr. G feels that there is hardly any incentive for a good job done in the organisation. If an official is found really good, he is given an important posting in other department. This is the only credit or recognition. Except this there is nothing.

Mr. G had no other aspiration but one to prove that he is effective not only as field officer but also as a secretariat officer. He thinks he has been able to make a mark in this direction by finding some solution to some long pending issues.

Mr. G feels that he has such a considerate superior officer as Secretary (Services) that his problems and difficulties are taken care of even before he gets to know them. He takes initiative and adopts a practical approach, in regard to the grievances of his subordinates, and tries to solve them by sympathetic hearing and properly mobilising the resources.

Although Mr. G does not get enough opportunity to realise his best abilities yet he very rarely feels that he is not doing full justice to his work. In fact, he hardly gets time to waste. He likes his present job. And there are very few jobs where he would be able to find more satisfaction. He will however, welcome a change if it is really challenging, full of responsibility and authority.

Mr. G would like to do a variety of things but he would prefer to seek cooperation from others and direct them. His subordinates in the department would like their top bosses to deal with them informally and consider them as persons of some importance by appreciating their views.

The past 5 years of Mr. G's life had partly been exciting and partly satisfactory. His family had been happy and social life fairly satisfactory. But his national life had partly been encouraging and partly distressing. During next 5 years, Mr. G wants to be in the senior scale of IAS and to have a foreign assignment. He also wants to write a book on current

problems of the administration.

If Mr. G is born again, he wishes to be born in a very well-to-do family so that he may make politics as his vocation, and do something to change the destiny of the nation. He seems to be influenced by his Vice-Chancellor who used to say: "our best brains should aim at making politics a career, as politics ultimately controls the reigns of government but it is unfortunate that politics in this country is left to all and sundry".

□

### CASE 15

Mrs. E has been working in Delhi Administration for the last 27 years. She is a frank lady in expressing her opinion. She cannot tolerate people who pretend to do a great, but are merely working to create an impression. She hates to take advantage of her position. She equally hates those who build a false sense of prestige.

Mrs. E does not have a family of her own. She has a brother and two sisters. She works for them and helps them as far as possible. However, she does not like when too much is expected from her.

Mrs. E not only condemns the social evils in the society, but also wants to root them out. She tries to work for removing these evils in her own humble way. The virus of corruption that has entered in the society is at times intolerable for her. When she expresses an opinion against corrupt practices, others misunderstand her, but still she does not hesitate to do so.

Mrs. E is satisfied with her job. She has never aspired for a high position. Whatever work is given to her, she takes it up as a challenge and puts in her best. The difficulties in work, sometimes cause frustration in her mind, still she does not lose her patience and continues trying till she succeeds.

Mrs. E feels proud of being an Indian, still when she finds her fellow countrymen indulging in anti-social activities,

she wishes she could have the power to teach them a lesson. She does not feel sorry for having joined the government job.

Mrs. E drifted in government service without any planning or desire. Prior to joining government, she was working in the school where she was a student. She would have continued to work there, had she not been a victim of sectarianism in education. She has no regrets now for all that she suffered, as she has got better opportunity to work.

Mrs. E has freedom in her job. However, she feels restrained on account of delays in movement of files from one desk to another, irresponsibility and the role of non-academic official. These officials do not understand the scheme and its implications and apply financial cuts.

Although Mrs. E likes her job well, yet she feels more satisfied when a proposal initiated is accepted and implemented, resulting in tangible gain for the society. She feels quite happy when she works for the weaker sections of the society; a programme organised by her is successful and the community she serves responds favourably to the approach suggested by her.

She feels equally unhappy when she is interrupted in her work and is asked to do the routine type of work; when unnecessary bottlenecks are created to block the progress of work and when pressure is created on her to do something which is irregular.

Mrs. E feels that working conditions are not at all conducive to the performance of duties. The facilities are not sufficiently provided; posts remain vacant for months together; and high ups merely look for results and hardly bother for improving the conditions. She is, therefore, not satisfied with the type of conditions prevailing in this organisation. Her main dissatisfaction is because of the delays caused by office procedures which are intended to complete only formalities and not to expedite work.

Mrs. E feels quite secure in her job. She gets adequate salary for meeting her basic requirements. However, a feeling of insecurity does come when the bogus complaints are given undue importance.

Mrs. E thinks that superior-subordinate relationship is

reasonably good. But there is something to feel for education cadre. The Administrative Cadre Officers have some superior airs about themselves and give the impression that the senior officers of the education cadre are second grade officers. The administrative cadre officers monopolise almost all the facilities.

Mrs. E gets on reasonably well with her colleagues. However, some of them have a feeling that the amount of work she puts in is bad for them as the boss also expects them to do the same. At times when her colleagues take her for granted then she feels little isolated.

She thinks her boss is satisfied with her work. Her subordinates in general find her reasonable. However, the shirkers are critical because they find her difficult to please. She feels that her subordinates do not realise their responsibility and pass on the buck to others. Their approach is casual and lacks sincerity.

Mrs. E has some say in the organisational matters but she feels that her ideas and suggestions are not properly understood. Still she gets appreciation when her colleagues realise that she was correct.

Mrs. E feels that there is no incentive system for the administrative posts in the education cadres. Whatever credit is there, she would like to share it with others. She hates to take the whole credit for herself alone.

Mrs. E hoped to serve the cause of education and this has been fulfilled also to some extent. Still she does not feel satisfied. She wanted to do better.

In order to resolve the conflicts of her subordinates, Mrs. E mostly adopts the discussion method. She calls them and discusses with them their difficulties. As regards her own problems and difficulties, she prefers to go and talk to her seniors. Her approach is to make indirect reference to begin with, but if it does not work, she makes a direct approach to the problem.

Mrs. E feels that her job provides her little opportunity to use her best abilities. Her time is wasted in handling routine matters. As a result, she sometimes thinks that she is not doing full justice to her work. At times, when her progress is blocked by procedures, she even feels that this is not a



proper place for her to work and it was high time for her to change the job. However, she would like to introduce certain changes in the present job itself.

Her present job requires a good deal of labour to work for weaker sections of society. A flexibility in approach is therefore required to be adopted. But this is not possible so long as too many procedures are there. She would, therefore, like the procedures to be reduced to the minimum.

Mrs. E would like to do many different types of things. However, she would like to invite the participation of her subordinates and work with them. She would not like to direct others but would prefer to receive directions from others.

Mrs. E does not have many happy memories of her achievements in her past 5 years' career. Consequent upon her father's death, she had complete change with the past and had no definite work to do in her family. There is nothing special to mention about her social life as well. But the national life to her mind had touched the lowest ebb during the past 5 years' time and it is difficult to say whether the country can get out of it.

As regards her future plan, however, she proposes to achieve whatever she has not been able to achieve before she retires from service. After retirement, she would like to help the weaker sections of society and try to educate their children.

## RESULTS

No researcher can be absolutely sure that his results would provide a completely accurate picture of the population he has studied. The problem of reliability is always there and is not uncommon to the researches in behavioural sciences. In these types of research, the respondents do not always reveal their hidden motives and let out only those which are either approved by the society or are favourable to them. Much, therefore, depends upon the ingenuity of inference that an investigator draws from such data. All efforts were, therefore, made to reduce this inevitable limitation to its minimum by trying to create such an atmosphere in which the respondents would be more liable to express what they believe to be their own self and what they actually feel and think about the various issues put before them by the interviewer. And it is what they think, feel and believe that has been recorded here.

The data has been analysed more in qualitative terms than in terms of quantity and other sophisticated techniques. However, percentages, means, standard deviations of the responses have been given wherever necessary. Besides, every inference which has been drawn, has been properly illustrated.

### A. ACTUAL SELF: WHO AM I ?

*Introversion* : There is an element of introversion in their self perception. People having this element prefer to look more within themselves than outside.

#### *Illustrations:*

1. ... I am an introvert, who will not like to disclose problems ... (3F)
2. ... I am introvert often handicapped by feeling of acute depression; lack of confidence; anxiety and

pessimism . . . (9M)

3. . . . A human being composed of five elements, introvert by nature . . . (25M)
4. . . . I am somewhat reserved and introvert . . . (99AM)  
Other concomitants of introversion are shyness, nervousness, reservedness and aloofness.

The following illustrations highlight the same and make it more clear.

5. . . . I am basically very shy and become nervous when I talk to a stranger or very different person . . . (95M)
6. . . . I have a tendency to wish to be left alone . . . (99M)

*Religiosity* : The second major element in their self perception is that of religiosity. People having this element in them tend to believe in God and other things related to Him. They become fatalists and don't rely much on the scientific approach to life. They may cease to think rationally and resist change.

*Illustrations:*

1. . . . I am a deeply religious person . . . (40M)
2. . . . I believe in religion . . . (63M)
3. . . . I have implicit faith in God . . . (65M)

*Egoism*: Egoism is also reflected in their self perception. People with a sense of ego tend to become authoritative and hardly ever accommodate others points of view. The following illustrations will further clarify it:

*Illustrations*

1. . . . I have a sensitive ego . . . (10M)
2. . . . I have a sense of ego . . . (19M)

*Emotional instability and sensitivity*: There is also a reflection of emotional instability and sensitivity in their self perception. It is a pathological state and those who are having this state of mind get easily disturbed and lose their temper frequently even on trifles. They are usually short tempered and are termed as 'psychopaths' in clinical sense.

*Illustrations:*

1. ...I am over sensitive... (9M)
2. ...No doubt, I am a bit impulsive... (98F)
3. ...I am having spells of short temper... (99M)
4. ...I am rather excitable and can loose temper... (99AM)

*Pragmatism:* Pragmatism is well reflected in their self perception. Those, who have a pragmatic approach in life, are usually more practical and reality-oriented persons. Such people prefer to live on earth and not in the world of imagination. They view and judge everything from the point of view of utility.

*Illustrations:*

1. ...I am having certain ideals yet, I am practical... (2F)
2. ...I am a realist...My approach to a problem is basically pragmatic...I am very keen to do some concrete work... (16M)
3. ...I consider myself a man of practical wisdom... (19M)
4. ...I generally try to take a practical view of matter... (24M)
5. ...I am practical in my behaviour... (65F)

*Feeling of frustration: Neurotic trend:* There is also some neurotic trend and feeling of frustration in their self-perception. Such feeling develops when the goal is not achieved. The reaction to frustration is followed by either withdrawal from the goal or aggression. Aggression may be diverted outward and is manifested in sadism, destruction and murder. Later it may be turned inward again as self-aggression, masochism, self-mutilation, self-derogation or self-defamation. Frustrated people lack in self-confidence and tend to develop anxiety and pessimism. They may feel depressed, and may lack self-confidence.

*Illustrations:*

1. ...I am handicapped by feeling of acute depression,

lack of confidence, anxiety and pessimism...waiting for the day when I shall retire from service...over-sensitive... (9M)

2. ...Easy going person...dislikes...any personal discord or acrimony...has a sensitive ego...tends to be physically and mentally lazy...works only under pressure...fixed habits...dislikes uncertainty... (10M)
3. ...I am a public servant in chain...I feel unhappy as my energies are dissipated...only waiting for the clouds to clear off... (45M)
4. ...An Indian struggling for existence...without any freedom to progress...can neither leave due to fear of insecurity, nor can feel happy to continue... (63M)
5. ...I am an individual not having as much confidence in my own self as desired... (74F)
6. ...I am a carefree person...I do not give serious thought to my personal problems till things become unmanageable. I do not bother myself. I do not believe in keeping undue secrets to myself and do not feel ashamed in telling my vulnerable points...I am basically very shy and become nervous when I talk to a stranger or very different person... (95M)
7. ...Typical feminine traits...with spells of short tempers and tendency to be left alone...(99M).

*Loss of identity and crisis for existence:* Loss of identity and crisis for existence is clearly manifested through their self-perception. Those who develop such symptoms may become existentially sick and start losing interest in work and life.

#### *Illustrations:*

1. ...I am a simple, ordinary man keep on changing myself with time... (23)
2. ...I am not yet conscious of any changes in myself... (48)
3. ...I am yet to find an answer... (51)
4. ...I am an essentially unreal person... (53)
5. ...I feel myself as an ordinary human being...striving for existence with honour... (7)

6. ...I am a public servant in chain. I feel unhappy... my energies are dissipated in meeting the demands of the rich in a system dominated by the rich...waiting for the clouds to clear off... (45M)
7. ...An Indian struggling for existence...without any freedom to progress...can neither leave due to fear of insecurity nor can feel happy to continue... (63M)

*Infatuation for ideals:* Infatuation for ideals has also found its expression through their perception of self. Those who are infatuated with the ideals tend to express the socially approved goals more as shown in the following examples:

*Illustrations:*

1. ...I am very simple and straightforward... (8)
2. ...I am honest... (9M)
3. ...I am sincere and conscientious person. I have ideals...never want to leave my morals... (14)
4. ...I am a man who lives honestly, intellectually and materially... (15)
5. ...I am having faith in higher values of life such as honesty, sincerity, cleanliness, modesty and courtesy... (22)
6. ...I dislike hypocrisy...I believe in good deeds to be done as far as possible. I hate falsehood but will not utter hurting truth too... (25M)
7. ...a well behaved, honest, hard-working capable officer... (27)
8. ...a part of human society carrying family obligations. The rewards from the family are not given; even so, I am not bothered, and continue to perform duties of life... (30)
9. ...I am very simple, straightforward, God fearing and conscientious person...always afraid of doing injustice and wrong to any person by any action or work of mine... (32)
10. ...I feel myself a humble person, who is human, gentle and submissive by nature... (36)
11. ...My principles in life are honesty, truthfulness and to get something by deserving it... (74F)

12. ...I am with a sense of idealism, emotional stickler to details with industry during crisis... (79)
13. ...a person who was always inspired by patriotism and idealism... (99AM)

*Concern for work:* Concern for work and duty is very well reflected in their self perception. The following examples will show how conscientious they are about their duty and work:

*Illustrations:*

1. ...I always want to do the maximum I can... (2F)
2. ...My work is my first love... (6)
3. ...I believe in hard work... (8)
4. ...I am devoted to work... (9M)
5. ...Work is pleasure to me... (21)
6. ...I am quite unassuming, who wants to do his work without any publicity... (31)
7. ...I am willing to work hard to complete the job in time... (34)
8. I am duty bound... (35)
9. ...Keen on doing my duty to my office... (39)

*Concern for others:* Concern for others is also reflected through their self perception. It gets best manifested when they try to do good to others and help them. Help would be presumed to be there even when they have the tendency or attitude towards help. This is what we call ego-extension to others.

*Illustrations:*

1. ...I am having immense faith in the general goodness of the members of society... (6)
2. ...I believe in helping others in difficulty though at the cost of personal comfort... (12)
3. ...I believe in service of god's creatures... (13)
4. ...My motto has always been service in the real sense of the term... (21)
5. ...I do my best to be of some help to all my near and dear in case I am in a position to do... (29)

6. ...I am sympathetic towards the weaker sections of the society... (38)
7. I feel delighted in solving the problems of others... (68)

#### B. IDEAL SELF : BIRTH AFTER DEATH

Rebirth may be religio-cum-philosophical question but asking one to reflect as to what he will do, if born again is just a question reflecting upon one's own frustrations of dreams more vigorously pursued. It would be like a day dreaming which is not the same as setting of goals for one self, as setting of goals requires touch with current reality. This is not true in the case of pure fantasy or dream which no body is going to realise.

However, rebirth has got a very poor response in the sense that hardly 65 per cent of them responded this item and they either don't believe in rebirth or they have never thought about it. Perhaps, they don't want to as well. A few of them find it to be an irrelevant or hypothetical item as well. They, therefore, have kept mum and preferred not to react to this item. Quite a few others have nothing to achieve and prefer to come back on the same status or job.

The major trends reflected through their self perception after rebirth are given in the following para 5.

*Wish for a change in profession:* Wish for a change in profession is clearly reflected in their perception of rebirth.

#### *Illustrations:*

1. ...I will like to be a classical singer... (3F)
2. ...I will start my career either as businessman or with a direct higher officer's service... (5)
3. ...I pray, I should be born in a very well-to-do family to make politics as my vocation... (19M)
4. ...I would like to be a doctor... (15)
5. ...Would like to be incharge of constructive work...(22)
6. ...Would like to specialise in a particular scientific discipline... (24M)
7. ...My dream has always been to be loco engine driver... (34)



8. ...I would like to be a scientist... (37)
9. ...I would like to be a tourist guide...a taxi driver...or a teacher... (52)
10. ...to be a creative writer... (53)

*Concern for others and general welfare:* Concern for others and a sense of general welfare is also reflected.

*Illustrations:*

1. ...Help and serve the needy... (13)
2. ...I would like to see that there is a clean society and people are having enough to eat and enough employment opportunities... (14)
3. ...One who could make people as happy as can be... (21)
4. ...To help others as much as I can... (28F)
5. ...A position where I can serve humanity in a much better way... (36)
6. ...to serve down-trodden to eliminate the hardships of the poor... (38)
7. ...Real solid selfless service...

*Personal growth:* It is not only the concern for others and their general welfare but also the concern for their own self and its growth is also visible in their perception of rebirth.

*Illustrations:*

1. ...Liberty to do what I like and think I should do for self development...(8)
2. ...to lead a peaceful life and have an affectionate family...(47)
3. ...The commitment given to office work was not worth the sacrifice of family life...(10M)
4. ...being my own self...(50)
5. ...I would like to create something of my own...(90)

*Spiritualism:* Although personal growth and interest for self-development tend to culminate into a sort of spiritualism, the latter, however, is clearly reflected as a separate dimension in their perception of rebirth.

*Illustrations:*

1. ...Self-realisation...(7)
2. ...Moksha and peace of mind...(12)
3. ...to raise the respect for Sanatan Dharma...(33)
4. ...Personal satisfaction and self-actualization...(79)

## SELF AND FAMILY

*Strong familial concern:* Harmonious family life is a must for being a complete man. It is the family where one actually realises his self. All the middle level officers are having a good family life. They love their family and are strongly attached to it. However, they feel remorseful for not being able to do much for it. Various limitations given below would better illustrate the point.

## HEAVY OFFICE WORK

*Illustrations*

1. ...At times, I feel that I am too much of a government servant than a mother. Not much time left for children and family...(3F)
2. ...Have not been able to give the best in me to my family because of acute anxiety about office work... spend more time in office work...have less time for family...(9M)
3. ...Because of very heavy file work, responsibilities and consequent long hours in the office, I generally feel that I have not been able to discharge my obligations to my family quite satisfactorily...(24M)
4. ...I feel I have not been able to do justice to my family...I consider my duties at the office more important....neglect my family for this...(32)
5. ...My official preoccupation often comes in the way of my giving more to my domestic life....this has been a constraint to my own efforts to promote family harmony and happiness...(52)
6. ...Love my wife, but have not been able to give her much time and attention...(99AM)

*Financial burden and responsibility:* There are also quite a few protocols who perceive a financial stringency in leading a comfortable family life.

*Illustrations:*

1. ...I have not been able to do much for my family as I would like to do, because of lack of resources...(1)
2. ...A middle class family having three grown up children and sufficient financial burden and responsibility...(5)
3. ...The future of the children and security of family is sometimes quite disturbing...(84)

*Self and society:* The family life of the middle level officers has been found to be satisfactory with certain limitations, but their social life leaves much to be desired. As a result, they perceive it more negatively than positively. Some of their positive and negative thinking is reflected through the following examples.

## POSITIVE ATTITUDE

*Illustrations:*

1. ...Social life is essential. And I have respect in society...(1)
2. ...Society has given me all happiness, contentment, feelings of goodness of the human beings...(6)
3. ...I think society has given me a lot...(8)
4. ...I do feel well towards the society of which I am a part...(52)
5. ...I am a nation builder (51)
6. ...A responsible member...(53)
7. ...A good society living, is a must for a happy life...(90)
8. ...I think that we are all part of a society and belong to society rather than to an individual...(13)

## NEGATIVE ATTITUDE

*Illustrations:*

1. ...I care a bang for the society at large. I have my own norms and principles which I adhere to. As long as I am doing what I feel is right, I do not bother for people around me, because I feel they can only talk and contribute nothing to solve problems...(2)

2. ...I feel the society is not able to make the best out of life because of its self-imposed shackles...(11)
3. ...The society today is shackled by traditions and conservative values. A break from these is needed if our country wants to go ahead. While dishonesty, selfishness and crookedness thrive...the good things of life are dead...good things need to be highlighted...(16)
4. ...Abnormal concentration of wealth in the hands of a few and the shameful exploitation of the vast majority makes me sad...(19)
5. ...The social evils in the society are condemned by me. I want to see the evils rooted out...try to work for removing these evils...the corruption that has entered in our society is at times intolerable...I express opinion against corrupt practices. Others misunderstand me, but still I do not hesitate to do so...(28)
6. ...Our society is caste ridden and orthodox...(29)
7. ...The society in general is self-centered. It has sympathies so far as talking is concerned. When it is a matter of material help in terms of time and money or resources, it shirks...(33)
8. ...I do not like the present atmosphere which is full of hypocrisy and selfishness. There is utter lack of sincerity and genuine friendship...(40)
9. ...I feel our society has not progressed with the march of time. There has been an erosion of ethical values. I wish that our society should change from traditionalism to somewhat neat modern thinking...(41)
10. ...Unhappy on the ground that it is class society dominated by an unscrupulous rich group, ruling a vast majority of have-nots...(45)
11. ...Unhappy with the present state of things and not very confident of the future of our society in its present form...(48)
12. ...The four tier system is not good for a free India. Hindu religion in its orthodoxy is getting outdated, as it is anti-integration, a source of constant social

- commotion making it impossible for the lower caste people to grow full size...(50)
13. ...Society is selfish and cares for its personal gains ... (63)
  14. ...Society has become very materialistic, may be on account of the spiralling prices. Normal values more or less lost the importance it had earlier. I feel disgusted when everything is weighed in terms of money... (65)
  15. ...The values of life in the society of today are changing rapidly and the change is not towards better ... (74)
  16. ...The lack of equality and economic disparities, particularly the feeling that persons with lesser capabilities enjoy better of life, gives a feeling of having been cheated by the society... (84)
  17. ...Most of the people are wicked and fool. They are nice only to an extent at no cost... basically hypocrites... (95)
  18. ...Very few, people are decent, majority of them are self-centered and selfish. Moral values are getting eroded very fast and the society is getting decadent. It is a sick society in which we live now... (99AM)

#### JOB PERCEPTION

Job is an important phenomenon in work life. However, the subjective estimation of the effects it produces is no less important. How a job is perceived? And what is its image in the minds of those who actually do the job is more meaningful and relevant. The data reveals that the job perception of the middle level officers is tilted more towards negativism than positivism. Although liking towards the job is reflected through their perception, however, it seems to have been suppressed for various reasons.

There are various things due to which the middle level officers do not seem to be liking their job. They are working under difficult circumstances and feel as a bonded labour should feel in chains.

The work is very heavy and demanding. And hardly

and full of tension. They always feel under stress.

They are aware that their job does not offer them very much by way of promotional avenues. But what worries them most is credit. They feel stagnated and hampered.

There is no scope of taking initiative or committed performance in their job. They want to do as best as they can still, the appreciation or recognition is not coming forth. The whole fervour of doing the job has diminished.

However, when they were asked if they wished not to be in a government job, the reply they gave was more in negative terms than in positive. Table below clears the point.

N=67		
<i>Categories</i>	<i>Frequency</i>	<i>Percentage</i>
Yes	20	29.85
No	32	47.76
Sometimes	9	13.43
At times	3	4.48
No response	3	4.48
TOTAL	67	

Those who really resent and wish that they were not in a government job think so from the point of view of their family background and social contact and also from the point of view of increasing depletion of the real wages of the fixed income group in general and government servant in particular. The present day rise in prices makes them wish so, because it has become virtually impossible for them to make both ends meet. The wish gets further intensified when they look into the emoluments which the people with their qualification and experience are getting in the private sector. Moreover, the job content of services, security, prestige, and overall job satisfaction have changed over past twenty years.

They, therefore, feel that some other good organisations would have been a better place for them because the atmosphere in government service and their existence in it, have become more and more difficult. There is hardly any independence and scope in government service to prove one's worth.

Although the time to wish is over, but if they had independence elsewhere, where they could think and act in

their own way, they would have contributed something to the posterity.

What is more wanting in government service is a system of recognition of merit. Government should have to realise that the individuals are interested and keen to do well and a little encouragement would go a long way to keep up the enthusiasm for public service.

What charm is left in work when red-tapism is delaying the work, rigidities of rules are coming in the way; multiplicity of authority is interfering and stagnation and fear of getting into a rut are there. These may be the petty irritations but they do sometimes have a frustrating effect.

Above all, when they see the negative and purposeless style of its functioning and in spite of their best efforts they are not able to achieve their aims due to stereo-type system. They, therefore, feel frustrated and wish not to be in the government service. But it is too late for them now to make shift. And, consequently, would have to stick wherever they are because of economic necessity.

#### *Alternative Job Before Joining Government Service*

Most of these middle level officers (nearly 60%) were having an alternative job prior to coming to the government. The rest were having no option. Table given below shows the percentage distribution of the alternative situation.

N=67		
<i>Alternatives</i>	<i>Frequency</i>	<i>Percentage</i>
Yes	40	59.70
No	26	38.80
NR	1	1.50
TOTAL	67	

Those who were having alternatives, were mostly engaged in teaching jobs either in the college/university or in schools. The rest belonged to different professions, like banking, industry and private firms; some of them were even having the option to join central services class II and quite a few were already lawyers, medical representatives and had professional qualifications like MBA.

### *Considerations*

They joined government jobs due to various considerations. However, the main considerations that prompted them to prefer government job were related to security, status (prestige, power, authority and respect); economics (better financial prospects and privileges); public services (service to the country); family requirements, etc.

Each of the protocols has give more than one reason. Table below indicates the weightages of each factor.

N=67

<i>Considerations</i>	<i>Weightage</i>
Security	30
Economic (better financial prospects)	25
Status (Prestige, power, authority, respect)	19
Public Service	14
Family Consideration	15
Miscellaneous	11

This table indicates that the middle level officers were concerned more with their security, status and financial benefits. Incidentally, the public service has also drawn their attention, but actually they seem to be equally concerned with their family, and perhaps their motivation lies there.

### *Freedom of Work*

The mean of their ratings on freedom is 4.4 and SD is 1.23. This indicates that the middle level officers do not enjoy much freedom in their work. Whatever amount of freedom they enjoy, it is hampered by the factors discussed in the following paras.

### *Rules and Regulations*

There are many rigid rules and regulations in the administrative system and inflexible sanctified procedures which do not allow anybody to have a smooth sailing in the work. These rules may be good in their intentions but sometimes they lead them away from correct judgement and solution. They lead to bureaucratisation and hardly leave any scope for individual initiative.



*Red-tapism and Administrative Delays*

The rigidity of rules and procedures gives rise to red-tapism and executive delays. The relief delayed is relief denied. Sometimes these delays even prove fatal.

*Interventions, Interferences and Pressures*

The interventions and pressures also cause a lot of hurdles in the way. They come from various directions—that is from above or below or lateral—and are of various nature. For example, there may be official interruptions from superiors, because the superiors consider it their right to intervene; political interruptions; and interruptions from trade unions. Whatever may be the case, but these interruptions come in the way and take away the freedom of work.

*Inefficient and Inexperienced Staff*

Problems and hurdles are also created by inefficient and inexperienced staff. The subordinate staff is usually untrained and unimaginative. A lot of time is, therefore, needed to bring them up to a standard.

*Non-Cooperation of the Staff*

The smooth functioning of work is held-up on account of their non-cooperation as well. They also block the way. They lack discipline and a sense of commitment to work. They are affiliated with political bosses and hardly care for the official work.

Besides the above, sometimes the fear of being wrongly implicated also creates problems. In such cases, wrong motives are attributed in case something different but useful is attempted. Departmental rivalries also prevent a proper appreciation and projection of the work done in the proper perspective.

Frequent transfers also cause hindrance. These transfers are done to suit somebody or favour somebody. Sometimes petty mindedness of officials and their likes and dislikes demolish a noble work.

In the present atmosphere, freedom in work is not possible. The atmosphere in the government is vitiated on account of intrigues and anybody who tries to reform is put to trouble

by the corrupt people who certainly command more influence.

Above all, the dishonesty and lack of identification with the purpose on the part of people engaged in the overall planning and execution could be attributed to these hold-ups.

### *Salary*

The salary has been found to be sufficient in case of only 55.23 per cent respondents. However, 32.83 per cent of them have found it quite inadequate to meet their requirements. The demands of their family, their status and income in comparison to those of their counterparts in private and public sector undertakings cause frustration in them. Even those, who have responded positively, feel that it is just adequate to arrange only two square meals a day and nothing more than that. It is only with the support of their spouses' income or income from rent or agriculture that they are somehow pulling on as shown in the table below :

N=67		
<i>Alternatives</i>	<i>Frequency</i>	<i>Percentage</i>
Yes	37	55.23
No	22	32.83
Yes with support	8	11.94
TOTAL	67	

Some of the illustrations of positive and negative responses are given below:

### *Illustrations of Positive Responses*

1. ...Yes, because it is supplemented by rental income and lower expenditure because of small family of (3) ... (9)
2. ...Yes, because my husband and I both are earning members... (32)
3. ...Yes, because I believe in simple austere living ... (25)
4. ...Yes, because my wife also works... (48)
5. ...It is just adequate for two square meals a day... (45)

*Illustrations of Negative responses*

1. ...No, if I look to my counterparts outside the administrative services, e.g., in public and private sectors... (18)
2. ...Because of our official status, our salary is not adequate to meet all basic requirements... (29)
3. ...No, I have to supplement from agricultural income...
4. ...Taking into consideration family responsibilities, like education of children or providing a living house, the salary is inadequate... (90)

*Security*

Despite the fact that quite a sizable population of middle level officers live in a state of financial stringency, they feel almost secure in their jobs. Their mean rating on security is 5.4 and S.D. is 1.4. However, whatever little insecurity is there, it is because of the following reasons:

1. *Political upheavals*: The only element of insecurity comes when political changes are imminent. However, the insecurity applies to the particular post, and not to the service as such.

2. *False complaints*: The feeling of insecurity arises at times when bogus complaints are given undue importance.

3. *Jealousy and backbiting*: Personal jealousies and backbiting also make life insecure. Since a man cannot satisfy everybody in the present set-up of things, anybody whose wishes have not been catered to may feel dissatisfied and may lodge a false complaint and make the life miserable for the time being. Hence this fear of mischievous complaints which, of course, are sorted out eventually, can initially create trouble.

4. *Half-baked decisions*: Sometimes if a decision is taken in haste, it may go against him or if a job has to be done the way a senior officer wants it, then also risk or uncertainty is involved.

5. *Personal attitude*: Sometimes, one's own mental attitude is responsible and the feeling of little insecurity may be on account of personal reasons.

6. *Job itself*: Sometimes, the job itself causes insecurity,

e.g., while working in sensitive departments, the element of insecurity is heightened.

7. *Non-conformity*: Sometimes, the reluctance to submit to the demands of the unreasonable but powerful boss and the whims of the higher ups, if they are displeased, creates insecurity in the job.

8. In government, even bonafide lapses or mistakes on one's part can cause embarrassment and harm.

9. If one does not follow a particular camp, his life in work can be made miserable.

10. Sometimes the misunderstandings may also lead to harassment in service matters.

11. *Loss of confidence*: Sometimes when the higher authorities lose confidence due to some reason or other, a feeling of insecurity creeps in.

### *Sources of Satisfaction*

Although satisfaction in work life depends upon various factors. However, the following factors have been found to be the most predominant ones in the case of middle level officers.

*Freedom in work without any interference*: The middle level officers feel most satisfied when they are allowed to do the job freely without any interference, fear and favour.

*Job accomplishment with a standard of excellence*: The second factor that emerges from the data in regard to satisfaction is the accomplishment of the job with a standard of excellence. There is no better satisfaction than doing the job well in a conscientious manner. They get relief if the job is completed quickly and satisfactorily. They feel that they have utilised their time and have not wasted it.

*Sense of achievement*: The third factor of satisfaction lies in their sense of achievement. The middle level officers feel very happy when they achieve some results and make any significant contribution to the short and long term goals of the organisations.

*Service to the people*: Doing good to the people and providing relief constitute the fourth factor. The middle level officers feel very happy when they do something for the under-privileged people of the society, redress their grievances

and help them solve their problems. These are the people who they think deserve more attention and it would be a real social service and service to the nation if they would be able to wipe off little drops of tears from their eyes and get justice to them.

*Initiative and decision-making:* Next satisfying factor that emerges from data is initiative and decision-making. The middle-level officers feel very satisfied when they are allowed to take initiative and participate effectively in policy decisions. It is also very satisfying to them when they find that initiative taken by them results in implementation in the way in which it was conceived of.

*Ego-satisfaction: recognition and appreciation:* The last satisfying factor that comes into prominence is the ego-satisfaction. The ego of middle-level officers gets very much appeased or satisfied when they or their work is recognised, appreciated and rewarded. It provides them a psychological or intellectual satisfaction.

In a government job like the one the middle-level officers have, one has to perform regulatory as well as developmental functions. One has to meet people and attend to their grievances, manage the personnel and financial aspects of the organisation and to balance the actual needs with the aspirations of the different sections of the society. It is a challenging job and the challenge is better accepted when good work of these people is not only recognised but also rewarded, sufficient authority is given, bottlenecks are removed, proper guidance from above is provided, political interference is reduced to nil, and dishonest and mischievous persons are punished.

### *Sources of Dissatisfaction*

As in case of satisfaction, the sources of dissatisfaction are also many and multi-dimensional. Some of the major factors of dissatisfaction have been identified as follows.

*Heavy load of work:* The work load at this level is quite heavy and there is hardly any time left with the middle-level officers (MLOs) to devote to family problems. As a result, the wife and children are very much neglected. This creates a lot of grouse and resentment in their minds and provides

a reason to feel dissatisfied.

*Red-tapism and administrative delays:* There is a lot of paper work and red-tape at this level. Files are stuck up with seniors for months together and no decision is taken. This state of indecision causes delay. When cases are delayed abnormally and things are not done on a prescribed date and the public return unsatisfied, it produces resentment and dissatisfaction.

*Lethargy and laziness* on the one hand and *indifference and irresponsibility* on the other at the subordinate level cause no less dissatisfaction and harm. Reluctance on the part of subordinates for doing the work properly, their casual approach and unwillingness to take responsibility gives rise to a tendency of passing on the buck which leads them nowhere.

*Non-cooperation, inefficiency and indiscipline* on the part of subordinates is also a cause of dissatisfaction. The subordinate staff is quite inexperienced and untrained. They lack not only punctuality and devotion to duty but also grace and courtesy. Manpower planning seems to be defective altogether.

*Rules and regulations:* There are numerous rules and regulations which often result in wastage of time and impede constructive work. They are followed as defence mechanism rather than achieving the objective for which they were framed. Too much adherence to rules not only restricts the freedom of work but also blocks the scope of initiative and independence.

*Interference and intervention:* There is nothing more annoying and irritating than interference caused either by politicians or by top bosses, undue intervention and pressure exerted to do something which is irregular, not only blocks the progress of work but also creates trouble in the long run. Interference by the politicians and their hypocrisy aided and abetted by top bosses of the bureaucracy, is sometimes intolerable. It is further painful when the political bosses act wrongly under misguidance and try to undermine them, and when official bosses act under political pressures and ignore the reality and try to make scapegoats of the subordinates.

*Differential/preferential treatment:* There is a lot of heart

burning when the MLOs find that inefficient and underserving people rise, while the efficient and deserving are left out without any cause.

*False complaints and misunderstanding:* There is nothing more pinching than the fact that people form opinion against them on the basis of false complaints and hold them responsible for matters where responsibility lies elsewhere.

*Lack of recognition and reward:* It is quite disappointing to find that the good work of MLOs is neither recognised nor rewarded. They feel very much anguished for not having any incentive for a good job done by them.

*Lack of promotional avenues :* For want of promotional avenues, there is a lot of frustration at this level. People are stagnating at this level and are feeling frustrated for not getting promotion which is long over due.

*Trade unions :* One has to see to believe the role of trade unions. Mushroom growth of unions with no background at all, put all sorts of impediments in their way of work and make them feel disgusted, dissatisfied and unhappy. Besides, there is no protection from the government against demonstrations and activities of irresponsible trade unions. For want of this, the MLOs remain in constant danger.

#### *Interpersonal Relations: Superior-Subordinate Relationship*

Although the superior-subordinate relationship in the various departments of MLOs is balanced and healthy and even cordial yet some distance is always there. However, there is free exchange of ideas in most official discussions and both (superior and subordinates) work as a team.

Quite a few MLOs, however, have doubts as to whether superior-subordinate relationship is possible. They think that it depends upon inter-personal effectiveness of individuals in the organisation. Government departments sometimes are too big to have any close relationship with the subordinates. No common forum can, therefore, be evolved for bringing the higher officers and the subordinate staff together. This relationship is more or less based on class domination.

Some of them, however, tend to think even negatively and take superior-subordinate relationship to be bureau-

cratic and snobbish. They think that the superiors are rather afraid of the subordinates because of their indiscipline and arrogance. But they are on the whole good and cordial. Juniors up to officer level are also obedient and result producing. But staff below superintendent level is very lazy and indifferent to work. Apparently, they pretend to be very obedient, but hardly even do what is told to them. Sometimes they act quite dishonestly and try to do mischief.

### *Working Conditions*

The working conditions of various departments have been rated very poor. As such, it can't be said to be conducive to effective functioning of Delhi Administration. The mean and SD of MLOs reactions (3.6 and 1.1 respectively) also corroborate the same and reflect miserable condition. They have been found to be much in despair. Various factors could be attributed to this sorry state of affairs, but the following are worth mentioning.

*Lack of proper amenities:* It includes all those basic comforts that are necessary for smooth running of the offices but are still found wanting. For example, there is a lack of space for accommodating men and material. There is no privacy for most of the officers and no space for storing the valuable record of the department. What to speak of telephone facility and stenographic assistance, there is shortage even of stationery.

The ascent is on ad hocism rather than on a regular policy with regard to certain commodities. There is no policy with regard to ensuring that no shortage occurs. Machinery gears into action when shortage has occurred. Besides, there are usual problems of lack of water and failure of electricity, which seriously affect the sanitary conditions of the office. As a result, the rooms, corridors and even toilets are kept unclean. Canteen facilities are also not available in some of these offices.

*Problems relating to staff:* Due to lack of finance, there is a shortage of staff. Whatever staff is available, it is mostly untrained and unable to understand the intricacies of rules and regulations. Right type of staff is almost lacking. There is also no provision for training the subordinate officers



and staff which results in the need to intervene frequently.

Subordinate officials are almost lethargic and lack sense of responsibility. As a result, there is disharmony in the working. There is also a lack of cooperation and sincerity. The staff and subordinate officers are almost indifferent and careless. They don't take interest in work. Most of them believe in routine than initiative and dynamism. There is no proper control over them.

*Heavy load of work and its uneven distribution:* There is heavy load of work and the people have to devote long hours to complete it. This is due to the fact that there is no proper distribution of work and duties. Some people are given free jobs which are not meant for them and they are deprived of the duties which they are required to perform.

*Long and useless meetings:* So many long and useless meetings are held by seniors with the result that routine work in office gets disturbed. When routine is blocked, inter-departmental work is held up. This vicious circle has to be broken so that senior officers in the administration may get more time in their chair.

*The rigour of rules and delays in decision:* The application of and adherence to antiquated rules and regulations which is inherent in the bureaucratic functioning causes not only delay but also boredom in work.

*Over centralisation of authority:* There is no proper decentralisation and devolution of authority. As a result, the middle level officer has to face a lot of botheration in getting sanctions and approvals from their seniors.

*Inadequate emoluments:* The main cause of dissatisfaction at work is the inadequacy of emoluments compared to the persons in the public sector undertakings. Emoluments should, therefore, be commensurate with the work and the conditions in which the work is done.

*Lack of recognition and reward:* Work is neither recognised nor rewarded. Due to lack of promotion there is stagnation in the cadre.

*Prejudices and intrigues:* Coloured vision of the officers and their intrigues cause dissatisfaction at work. They deliberately put hurdles in the way, delay the work and foment trouble.

There are lot of people who get away with hardly any work and there is none to question them. The whole system has become the system of spoils. In such a system, one cannot do work with conscience and spirit.

### *Prestige and Self-respect*

Though the middle-level officers enjoy prestige and respect in their respective departments but, however, their prestige goes very much down when the goonda elements in the trade union intimidate them and the government machinery does not take any action against them. They feel humiliated when the subordinate officers of the PCS rank are asked to supervise their work and higher cadre officers look down upon them. They feel very bad when they are ignored and are taken for granted.

They have some say somewhere in the organisational matters but they do not have any say in formulating a policy or determining the methods or procedure. In government, everything is well defined. Policies are generally framed at secretariat level, and the middle management hardly takes part in it. Their job is mainly to implement these policies in whatever form they are received from above.

### *Autonomy and Independence*

In order to carry on the office work, the middle level officers are free to make suggestions but their suggestions are received with a pinch of salt and scepticism. Even if they are taken, they are not implemented. It entirely depends upon what kind of superior one has. Some of their superiors are quite open minded and accept well the suggestions. But there are others who want to impose their superiority. In such a case, one has to restrict himself and resist the temptation of opening out.

In bureaucratic system, there is hardly any scope for independent thinking and giving new ideas or suggestions. There is no encouragement for that. Innovations are rather looked down upon with suspicion and are received with cynicism. As government servant is expected to have a conformative and conservative approach, one has to make extra effort to carry his viewpoints.

Moreover, the routine work is so heavy and decision-making, so disorganised that neither new ideas are floated nor well received. The occasions for giving new ideas or suggestions are, therefore, few and far between. And the scope at this level is very limited.

### *Credit or Recognition*

The credit or recognition for a good work done is a rare phenomenon in government service. There is hardly any relation between the two. It is almost non-existent. A job done is a job finished. A job not done is blown up. Rules do not envisage apportionment of credit or recognition but spell out the procedure to fix blame. Good job done is, therefore, considered as a duty and not as a reward. The only way of giving recognition to a good job is to record some of its impressions in the annual confidential roll which is never shown to the person concerned. But this again is a purely subjective estimation and hardly takes into account the overall achievement of an incumbent. It records only vague impression of some confidence in the incumbent and nothing more than that.

*Incentive system:* Almost all the MLOi painfully feel that there is no incentive system in the government services for a good job done. The only incentive is a pat or a good entry in the annual confidential roll about which hardly any one knows. Apart from a few words of appreciation, which too many a time do not come there, is hardly any incentive system in the government.

The situation is even worse in the subordinate service. Except for promotion which comes after many years, there is hardly any plan for giving incentive. But this too is governed by a criteria of seniority. Even when the rules provide for merit-cum-seniority, the prevailing administrative culture usually gives substantial emphasis on seniority only and promotion is rarely connected with good performance. To add more to the trouble, such things are more or less decided by a caucus and the chance of promotion for those who hold their head high is far more a remote possibility.

### *Problems and Grievances*

Although there are various problems and grievances at their level but they are hardly considered seriously for solutions. The administrative system goes very slow and does not lead to quick solution. As such, the MLOs have to take extra pains to get them solved. Sometimes the system runs counter to their interests and creates trouble. Feeling frustrated from such a situation, they sometimes ignore their problems and leave them to be decided in a routine manner. However, they try to solve the problems of their staff as best as they can. They listen to their problems patiently, find out its cause and try to solve it as early as possible.

### *Personal Growth/Self-Actualisation*

Most of the MLOs feel that their job does not provide them opportunity to show their best abilities; whole time is wasted in handling routine matters and there is hardly any time left for realising the capacities in full. They feel as if they can do still more and better since sky is the only limit for their physical and mental exuberance.

### *Justice to the Work*

As a result, most of them feel that they are not doing full justice to their work. The feeling of injustice to work becomes more acute when they find that there is something which they should have done but could not do because of the inbuilt system. Often meetings and catering to seniors is more important than getting substantive work done. They feel so more when, during rush of work instead of cooperation and help they have to suffer interference from above. They don't feel like doing justice to their work when domestic problems haunt them and prevent them from fully concentrating over their official assignment often when after trying continuously to solve a problem it raises its head again, a feeling of inadequacy and not doing justice to work does arise.

Despite various odds, however, MLOs rarely think in terms of leaving or changing the present job. Not because they are happy here, but because they know it is very difficult to find another job at this stage. They now have become too old to think of any change or else, they have become used to

this type of job and are scared of taking any risk at this critical period.

Whatever may be the case, however, they do sometimes feel that this is not the proper place for them to work and think that they should have better gone to some other organisation. Maybe that no good plausible proposal is there at that moment with them. However, the keenness to have a better job elsewhere is always there. After all everybody wants improvement in his life and the MLOs are no exception. But it remains only a wishful thinking because the people in this country hardly have a job of their liking.

### *Hopes and Aspirations*

The MLOs had various hopes and aspirations at the time of joining government service which appear to have fallen flat. The time has almost evaded these hopes and created a sense of frustration in them. As a result, there is hardly anything left now to be aspired for. How this has happened, would be clear from the life they led during the past five years. From the data that we have, it is amply clear that their professional life had been strenuous and stagnating, family life neglectful, and social life quite cut off and secluded. The national life has given them a few throbs now and then. However, they feel much pained to see the crumbling of values in politicians and civil servants. Unhealthy precedents are being set up by those who are in power and there is nothing edifying. The national character has touched the lowest ebb and the spirit is missing. Whatever left is getting decadent and things have turned into chaos and confusion. The whole national life has become dirty and disturbed and has given rise to nothing but hopelessness, helplessness and meaninglessness.

The middle-level management as a whole seems to have lost its future perspective and has become indifferent and inert. They, however, do not regret having born in India which has a rich culture and tradition and still have a faith in the inherent values of life which in their view have not fully extinguished in this country.

## CONCLUSION

Although the data is not sufficient enough to make any generalisation, yet it does provide a general insight into the working of middle-level management and how the motivational forces operate at this level. The conclusions that emerge from the data are not encouraging, still they are revealing.

The results particularly on "Who Am I" indicate that the middle management has a global view of life and appears to remain in a vaguely defined unfocused state of being. The people at this level are hardly precise about themselves and perceive only those things which the society generally approves of. They are pragmatic that way.

The people at middle management level are by and large religious and have faith in God. As a result, they tend to believe more in orthodoxy and traditionalism than in modernity and scientific approach.

They appear to be introvert and are, therefore, withdrawn from society. There is not only social estrangement or social isolation in them but also self estrangement. The middle-level management appears to be living in a state of void.

The middle-level executives appear to have an inflated ego and seek power, authority and recognition, etc., to appease it. They seem to have an emotional instability and get rattled easily. Acute feeling of frustration with a tinge of neuroticism is also reflected.

The efficacy which goes to make up a psychological strength is also found lacking. Instead of relying on internal resource and initiative, the middle-level management relies more on external resource and dependence motive. They have become complacent and conformist and the spark of creativity, individuality and independence is almost extinguished.

The data, above all, reflects loss of identity and crisis for

existence. The middle-level management appears to be suffering from existential sickness and have lost the sense of direction and purposiveness in life. Life perhaps, appears to them like a meaningless absurdity.

While the middle-level executives could be reflecting existentialist flavour, the data also reflects identification with roles that the self has adopted. The middle aged identity and the on-coming termination of life make a complex mental make up which reflects an impending crisis.

Rigidity in work situations, devoid of experimentation in the alternate solutions, becomes the work style of these people. Religiosity and philosophical issues become the part time relief from boredom of work.

The middle-level management has almost become powerless and works as a messenger between the top management and the lower echelons. As such they get no kick out of routinized work system. This leads to philosophical pursuits. They cannot see themselves as an entity devoid of various roles they are assigned.

The presence of existential crisis reflects closing of present chapter to a great extent but not completely. The struggle to achieve almost comes to a standstill and a bored incumbent, who tries to fill this vacuum, starts indulging in reflection over philosophical questions. In the large prevailing mood of reflection, it is obvious that they would take stock of their life and reveal it without any inhibition.

The middle-level executives had several alternatives before joining the government. But they joined it for security, better financial prospects, prestige, power and authority. This reflects that the middle-level management is more power motivated than motivated for achievement. Although affiliation motive is present at this level, yet it appears to have tilted more towards family than towards others. Other conclusions drawn are also not very encouraging, but they tell the story as it is. Take for instance the work environment.

The environment in which the middle-level management works is quite frustrating and does not appear to be conducive to effective functioning. Instead of being healthy and vitalizing, it is debilitating and destructive. It is rather a source of discontent and misery than a source of satisfaction and happi-

ness. The work life as a whole has become dull and monotonous and produces sickening effect.

There is practically no freedom in the work and whatever little freedom is there it is further restricted by rigidity of rules, political interference, inefficiency, non-cooperation, trade unionism, intrigues, transfers, etc.

Despite the fact that the middle-level management enjoys a good status, salary and security of job, they do not appear to be much satisfied with the way things are going on. Their satisfaction mainly lies in money, prestige, power, recognition, appreciation, incentive, promotion, independence, freedom of work, non-interference and, above all, ego satisfaction. These are the only factors which constitute the major source of their motivation.

The lower order needs, *e.g.*, the physical and security at this level seem to have been better satisfied. But there is considerable deprivation of higher order needs, namely, autonomy and self actualization needs.

Although the middle executives have some say in the organisational matters, yet there is hardly any scope for independent thinking. Even if some new ideas or suggestions are given, they are received with a pinch of salt and scepticism.

There is neither any incentive system nor any recognition or reward for a good job done. A job done is a job finished. Job not done blows up. The only incentive is a pat or a good entry in the confidential roll about which no one knows. Sometimes the entry also does not get true reflection of a good performance.

There is hardly any tension or problem between the superiors and subordinates and the inter-personal relation has been found to be quite cordial, but the personal growth and development at this level seems to have been retarded. The job hardly provides them an opportunity to use their best abilities. Most of their time is spent in handling routine matters and there is hardly any scope for showing their full worth. They feel as if they are not doing justice to their work.

Prior to joining the government, the middle-level executives had various hopes and aspirations but they appear to have fallen flat.

The service as such seems to result in low satisfaction and



provides very little opportunity to realise personal, social and national goals. Their immediate past had almost been gloomy. For instance, the family life of these people was found to be full of neglect and the social life practically at a standstill. They virtually felt alienated from the society. The national life now and then had given them a few throbs but this too was found to be disturbing and discouraging.

As a result of various frustrations, the people at the middle management level do not appear to be one with the job and are in a mood to switch over to some other alternative, if available.

They seem to have adopted an indifferent posture, and work without a feeling of commitment. All this indicates that they are hardly motivated to work.

Despite all these odds, they have been found to be identified with their country and are proud of it. They would like to be born here again and again, if rebirth is a reality.

## DISCUSSION

The major objective of the study has been to study the executives' motivation to work. The broad conclusions presented, therefore, would have to be seen in the light of the fact as to what extent the questions posed in the objective have been answered.

As in the conclusion, the government executives at this level, have been found to be frustrated and existentially sick. They have lost their identity. They have lust for power but lack psychological strength or efficacy. They have high familial concerns but poor concern for nation. How and why this happened is a point of concern. For answer we have to look at society.

Quite a few authors have emphasised that Indian society is tradition bound, feudal and stagnant. Despite the fact that post-independence period has developed some dynamism into the life of the society (Srinivas, 1965) the spell of stagnation is still very much there (Ronald Segal, 1965). Besides being feudal, the Indian society is also class and caste oriented. As such, it has created more social segmentation, exclusiveness and social distance in its members. Class differences in the society also created differences in the value pattern and motivation of its members. Pareek (1967, 1968) has highlighted the importance of societal system and considers it a very significant variable in developing a particular type of motivation and value pattern among its individuals which, in turn, determine the behaviour.

Agrawal (1973, 1976), while presenting stratification theory of work motivation, has also shown how class-based differences were important in work motivation. He associated the work motivation with production relations and tried to establish that the top hierarchy in an organisation being nearer to the

source of production were more motivated than alienated worker at the shop floor or an assistant at his desk.

Besides the class and societal system, the organisational constraints and the bureaucratic system also play no less role in determining the work behaviour and work motivation of these individuals. Bureaucratic philosophy generates dependence which becomes a need in work organisation. Organisations are like a society and are influenced directly by whatever happens in the society. Despite having an external environment, an organisation also has its own environment which directly affects its members. It hardly needs an elaboration that the environment that demonstrates high job satisfaction creates arousal of some positive motivational tendency; attitudes appropriate to or opportunities for motivated behaviour; and appropriate reward for such behaviour.

In various departments of Delhi Administration, the environment has been found to be inhibitive rather than permissive and facilitative. People work there within the constraints of bureaucratic system. Despite the fact that in most cases bureaucrats do similar tasks, the hierarchy and graded authority structure is maintained and all things are done as per rigid procedures. There are a number of things in such a system which have resulted in dissatisfaction among the middle-level executives, for example, lack of autonomy resulting from such hierarchical structure has created dissatisfaction among them.

The hierarchical system in the government as in society generates dependence which becomes a need in work organisation. Dependence in bureaucratic organisation is perhaps the most important work motivator. An administrator works because of his dependence on his immediate superior. His directions, criticism, encouragement, informal relation, ability to help, etc., become important considerations than other intrinsic variables, like growth, achievement and self-actualization, etc.

Incentives are quite important, but in the government system, they are linked up with dependence motivation. Too much of dependence that we generally find in the government has serious repercussions on the incumbents. For instance, it might create fear of authority. Dependence and fear result

in lack of trust, lack of trust with lack of power and autonomy might result in lack of voluntary discipline, leisure becomes more important alternative to work, and no work becomes socially more acceptable.

Rigidities in the bureaucratic system, whether of rules or of procedures, also play a vital negative role. These rigidities are conditioning forces and constrain the work behaviour of the officers. It produces conformism and hardly leaves any scope for initiative and independence. Too much conformism produces apathy, aimlessness and meaninglessness and makes executives existentially sick.

Superior-subordinate relationship, howsoever informal it may be, suppresses the individuality and paves the way for sycophancy. As a result, displacement occurs and personal loyalties become the national loyalties for them. In such a situation, the executives tend to care more for their bosses and please them than to achieve good results.

In bureaucratic organisation, like government, the decision making is vested in the top position. The middle-level management is hardly taken into confidence and allowed to participate in the decision-making. This results in a loss of sense of responsibility and identity.

The quality of working life may also be taken to be an important variable that goes to affect the work behaviour or work motivation of these people. Its importance has been highlighted at various forums. For instance, the Director General, ILO, in 1972 Conference on "Technology for Freedom", observed that there are increasing signs of alienation and dissatisfaction at work. Better conditions would do little to abate the revolt against work as a dull monotony, offering little opportunity for the exercise of initiative and responsibility. An unsatisfying job may be the means of obtaining the material rewards which, if frustration and dissatisfaction are permitted to accumulate at work, may make life outside work more satisfying.

Wilson (1973) in his report to the UK department of Employment has also brought out the need for improving the quality of working life. In this regard, a number of variables will appear to be relevant for determining the quality of working life. For example, Kornhauser (1970) regards job satis-

faction to be an important factor; Davis and Trist (1972) regard participative work restructuring; Kahn (1972) Mastery of the immediate environment and feeling of personal involvement in work; and Alderfer (1959), Dela Motte and Walker (1974), and Emery (1974) emphasise humanisation of work aspect.

All these scholars and several others, while pleading for humanization of work, are not really unduly worried about the inhuman element in job content. Marx, over a century ago, had recognised the alienating effect of non-machine system. Today this alienation is complete since the non-machine systems have become very complex. Stress, alienation and anxieties have become the part of daily life. Alienation created by the non-machine system affects the family life of middle-level officers; unhappy officer would also be an unhappy man at home.

How the job situation is shaping the personalities, family and society is now evident. Today, work life is such that it dehumanises, social structure is such that it alienates, family structure is such that it generates dependence. How each one is associated with the other is amply clear from the data. This claim of family generating dependence, job dehumanizing and society alienating, needs serious consideration. The answers to the problem may lie in carefully examining what Maslow (1973) has stated: "...We have learnt very well that it is better to consider neurosis as rather related to spiritual disorders, to loss of meaning, to doubt about the goal of life, to grief and anger over a past love, to seeing life in a different way, to loss of courage or of hope, to despair over the future, to dislike for one self, to recognition that one's life is being wasted or that there is no possibility of joy or love, etc."

These are all failings away from full humanness, from the full blooming of human nature. They are losses of human possibility of what might have been and could yet be perhaps. Man without meaningful and productive working life ceases to grow. He does not reach the state of full humanness.

Wherefrom the satisfaction and motivation to work would spring when the work life of middle management is so demotivating? They are neither happy at home nor at office. The hypotheses posed in the study are by and large tested and

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## SUGGESTIONS

Looking to the study as a whole, the following suggestions could be made:

1. Since the power motive appears to be the only guiding force, the origin, arousal and control of power motive needs to be properly understood.
2. Power sharing is a major problem in the administrative system. At present, power is clustered or centralised at the top and the middle management seems to be deprived of it. Attempts, therefore, would have to be made to see that the power is decentralised and allowed to percolate downward so that the middle-level management may also get a due share in it.
3. Policies are generally framed or formulated at the top level and the middle management is hardly allowed to participate at its making level. Attempts, therefore, would have to be made to see that they are also allowed to participate in the policy making and are not simply used for implementing them. They should be treated as equal partners rather than the messengers.
4. Most of the decision-making is usually done by the people at the top and there is hardly anything left to be decided by the people at the middle management. Attempts would, therefore, have to be made to see that the middle management is delegated enough authority to decide the things at their own level and need not always wait for the decision to come from above even for petty matters.
5. It is evident from the data that there are a lot of interferences in work. As a result, the work is held up

and the delay is caused. In order to get the work going on smoothly, the interferences would have to be reduced to minimum and freedom to do the work would have to be introduced at this level.

6. Dependence has almost become a work need in government organisation. As such, there is hardly any scope for independence and initiative. Care, therefore, has to be taken to see that more and more chances to take initiative and independent decision are given to the people at this level.
7. There are various types of rigidities, for instance, the rigidity of rules in the administrative system which not only hampers the speed of work but also clouds the entrepreneurial spirit of the people. Attempts would, therefore, have to be made to see that these rigidities are over or at least softened so as to enable the people work more effectively.
8. There is practically no incentive system in the government particularly, at the middle level. A mechanism is, therefore, required to be evolved to see that the people at this level are given both intrinsic as well as extrinsic incentive so that they may take more interest in work and feel more involved in it.
9. The work in the government need not only be remunerative but also be made interesting. The enjoyment part of the job at this level seems to have been lost. A greater need is, therefore, felt to incorporate the element of interest in the job and making it more enriching and appealing. But this is possible only when the whole rationale about the job is changed. Today, man is for job. This thinking has to be reversed, and instead of being the man for the job, the job should be for man. It has, therefore, to be cut to the size of the man so as to enable him to do justice to it.
10. It is not only the people at the top who have an urge of accomplishment. The people at the middle-level management also feel that they have the right to participate. They get satisfaction from participation. They need the opportunity to exert influence not

merely to play useful part but to be seen to be playing their part. This is not self importance but a sign of self-respect and should be fostered because it results in a high quality of performance.

11. Today, the middle level man in government seems to have lost his fervour and reduced to the level of a pygmy. He does not get opportunity to show his full worth and develop fully. His growth seems to have been retarded and abilities not fully utilized. The human potential which is considered to be richest of all the world's resources, seems to have been unexplored and underused. There is, therefore, a greater need to utilize the human potential so that it might achieve its fullness. For this, a congenial environment at work is very much required. The working environment, therefore, has to be built in such a way so that it might enable the man to have a sense of individual accomplishment, a sense of possession and a sense of being involved with others in a successful enterprise.
12. The middle executives are no longer satisfied to be placed in a ready made environment howsoever good it may be in principle. They, therefore, want to have a part in changing and creating a new environment and for that they need the right to make changes so that they can increase their own effectiveness—the right not only to change their way of working but also the working environment. They should not be expected to accept as inevitable the kind of working life they have in their offices. They have a desire and need to improve their work life. The chance given to choose among several alternatives would not only enrich their working life but also humanize their organisation.

Besides, there are some other indirect suggestions also which need to be cared. For example:

1. The heads of department should be allowed more time to do work in their offices rather than being used in holding long meetings or in supporting the personal



- grading of their seniors.
2. Work should be evenly distributed so that one may have sufficient time to attend to it with greater attention and improve the quality of output.
  3. Red-tapism and paper work should be reduced to minimum so that the work may be done speedily.
  4. Working conditions need to be improved and better avenues for promotion and enhancement in status be introduced.
  5. The personnel policy of the administration needs to be revised from time to time, to avoid frustration.
  6. Firm and purposeful policy decisions should be taken, so that one can go ahead without any fear or lack of support at the time of its implementation.
  7. Though, of course, the practices once firmly established die hard yet the manner in which files are routed and finances are sanctioned need to be looked into.
  8. A simpler way of taking decision and making known to a person the reasons as to why his request could not be accepted, should be adopted.
  9. An office should be an open society and not a closed cell. All the records in the office should, therefore, be open to public examination.
  10. The distrust needs to be replaced by trust and knowing the job be translated to doing the job effectively to achieve results in terms of organisational goals.
  11. True sympathies are very much required to handle the problems of the people. The genuine demands of the people should therefore be viewed and met with a liberal attitude and not with tyranny and self interest.
  12. In order to work better for weaker section of society, a flexibility in approach is very much required. This is not possible, if too many procedures have to be followed. The procedure is, therefore, required to be reduced to a minimum.
  13. The overall administrative system needs to be equipped more to adapt to the changing needs of the time.

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## Appendix

### INDIAN INSTITUTE OF PUBLIC ADMINISTRATION (INTERVIEW SCHEDULE)

We are trying to understand the various feelings that arise in the mind of people at various levels on the job. Here are a few verbal cues that are meant for eliciting those feelings. Please try to understand these cues and give us your uninhibited sincere response to each of the verbal cues presented to you.

We assure you that response given by you will be kept strictly confidential. It will not be used for any other purpose except research.

*Please check the following before you start:*

1. Age
2. Education
3. Salary
4. Present rank and service to which you belong
5. Length of service in government
6. Length of service in present position

Dated.....

1. Who am I ?  
(Please describe here the person as you are—as you see yourself. Avoid your public self).
2. How do you feel *vis-a-vis* your family?
3. How do you feel *vis-a-vis* the society?
4. How do you feel *vis-a-vis* your job?
5. Do you wish you were not born as an Indian?

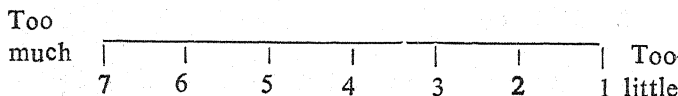
6. Do you wish you were not in government job?
7. At the time of joining service, did you have any choice or alternative of jobs. Please tick.

- (a) Yes  
(b) No

8. If yes, what alternative jobs were available to you?
9. What were your reasons to join government service?

1.  
2.  
3.  
4.  
5.

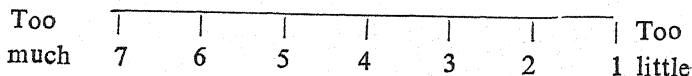
10. How much freedom do you have on the job content (check)?



11. In case there are hinderances or interventions, what are they?

1.  
2.  
3.  
4.  
5.

12. How much do you like your job?



13. What sort of personal satisfaction, if any, can a person obtain from a job like yours?

- 1.
- 2.
- 3.
- 4.
- 5.

14. What sort of things in the job make you feel satisfied and happy?

- 1.
- 2.
- 3.
- 4.
- 5.

15. In what way?

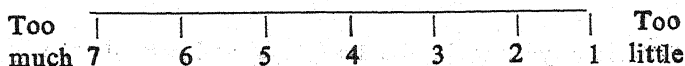
16. What things on the job make you feel dissatisfied and unhappy?

- 1.
- 2.
- 3.
- 4.
- 5.

17. In what way?

18. How far the working conditions are conducive to the good performance and effective functioning of your organisation?

19. How far do you feel satisfied with the type of working conditions prevailing over here?



20. What are the reasons for your dissatisfaction?

- 1.
- 2.
- 3.
- 4.
- 5.

21. How much do you feel secure in your job ?

Very							Very
secure	7	6	5	4	3	2	1 Insecure

22. What are the reasons for insecurity?

- 1.
- 2.
- 3.
- 4.
- 5.

23. Is your salary adequate enough to meet your basic requirements of life? Please tick.

- (a) Yes  
(b) No

24. What type of superior-subordinate relationship exists in your department?

25. On an average working day, who are the people you come in contact with in connection with your work?

26. During the work break, with whom do you get together?

27. What image does your boss have about you? I mean how does he think and feel about you?

28. How your subordinates think and feel about you as a boss?

29. How do you think and feel about your subordinates?
30. How do you get on with your peer/colleagues and vice versa?
31. How often do you feel that you do not have any prestige here and consequently feel neglected and isolated?
32. How is your independent thinking and action taken here. I mean how are your new ideas and suggestions received?
33. Do you think that you have a say in the organisational matters, for example in the setting of policies, in determining the methods, procedures, etc.?
34. How about credit or recognition here for a good job done?
35. Is there any incentive system here for the good job done by the people? If yes, what are those incentives? And how the people are rewarded here?
36. What were your hopes and aspirations when you joined this organisation? To what extent they have been fulfilled?
37. How do you go about resolving the conflicts and removing the grievances regarding job of your subordinates?
38. How your own problems, difficulties and grievances regarding job are solved here?
39. Do you think your job provides you enough opportunity to use your best abilities, to do the things you are best at?
40. How often do you feel you are not doing full justice to your work?



41. Is there anything in your present job that you would like to be changed?
42. How often do you feel that this is not a proper place for you to work and if some other suitable job is available to you elsewhere, you will leave this organisation?
43. How do you describe yourself? Choose any one of the following statements:
  - (a) One who rules with a firm hand.
  - (b) One who invites subordinates' participation.
  - (c) One who lets his subordinates do whatever they feel like.
44. Choose any one of the alternatives in the following items:
  1. (a) Do you prefer to be in a situation where you are directing others? or  
(b) Do you prefer to be in a situation where you are doing your own job and receiving directions from others?
  2. (a) Do you prefer to have many and different things to do? or  
(b) Do you prefer to have pretty much the same thing to do during the day?
  3. (a) Do you prefer to work by yourself? or  
(b) Do you prefer to work with others?
45. What would you say the employees in your department like best about management top bosses?
46. What would you say the employees in your department like least about management top bosses?
47. If you are born again, what would you like to achieve in life?
48. What do you aspire to achieve in the *next five years*?

49. How do you feel when you look back to the period of last five years regarding your:

1. Career,
2. Family life,
3. Social life, and
4. National life.



## PART II



# WELCOME ADDRESS

P.R. DUBHASHI

Director

Indian Institute of Public Administration

Friends, at the outset, on behalf of the Indian Institute of Public Administration and on behalf of my colleagues and myself, let me extend to you a very warm welcome to our Institute and to this Seminar on 'Work Motivation'. You will see that the theme of the Seminar is of special significance in the context of the call recently given by our Prime Minister to observe 1982 as the 'Year of Productivity'. Productivity has to go up in every field of public administration. Hence, a little reflection will show that nothing is more important for raising productivity than the productivity of our human resources. The productivity of all other resources, of men, of machinery, of money and of material in the ultimate analysis will depend on human productivity. If the human productivity is high, the productivity of money, machinery and material would be high. Now, among the various factors which will determine human productivity, perhaps motivation is the most important factor and, therefore, it is on this factor that we would be concentrating in the course of the seminar.

We are not discussing this subject of work motivation in a general way; we would be discussing it in the context of a research study, a socio-psychological research study, conducted by my colleague and a faculty member here, Dr. B.R. Sharma, on work motivation of 67 executives at the middle level in the Delhi Administration.

What does the study show? The study shows that the level of work motivation is indeed not very high. This is because of the factors behind motivation and no other factors. The first is the organisational plan-atmosphere and environment. How is the organisation planned? The study shows

that it is not stimulating, it is stifling; it is not fulfilling or facilitating, it is frustrating; it is debilitating, not vitalising. And it is because of this organisational planning that the work motivation is inhibited.

The second aspect is the character of work. The character of work for most of the executives is lost in the dreary paper routine. There is no job satisfaction, there is no result orientation, there is no creativity and, therefore, there is no motivation for work. There is absence of the prominent factor of incentive or reward. There is very little recognition and the perspective for the future for most of the executives is indeed one of stagnation. There is no independence, there is no autonomy, there is no feeling that you would be able to do something of your own. Absence of all these factors—the recognition, the reward system, etc.—have led to a feeling of alienation among the executives. They feel alienated from others and the tragedy is that they feel alienated from their family and from life itself. They are unhappy in office and they are unhappy at home. Therefore, they are an existentially sick group of people.

Now these indeed are very disturbing conclusions and we thought that the time has come for us to reflect and ponder over these findings and conclusions arising out of what may be called the bureaupathology of our executives. We may think everything is lost. The study shows that probably everything is not lost and that the divine spark is still there in most of our functionaries, in the sense that they are proud of the country and they are proud of being involved in the country. There is a popular saying that *Durlabha Bharate Janma*—rare indeed is the birth in this ancient country of ours. Therefore, with this divine spark which is there, the spark of being proud of the country in which they are born, I feel that everything is not lost, because everything can be built on this. Can the people at the higher level not create a better organisational pattern? Can it not give a sense of job satisfaction, a sense of self-actualisation, for those who work in our administration? I feel it can be done.

I, therefore, say that nothing would be more appropriate than inviting the head of the Delhi Administration himself, the Lt. Governor, to come here and inaugurate this seminar.

We shall be considering the various findings of the study. We would also try to project suggestions, which would create a more stimulating environment, a greater incentive for work, a greater job satisfaction and a certain measure of commitment to work. If this seminar is able to lead to some of these results, it would be fulfilling its purpose.

I once again have very great pleasure in welcoming you all. May I, on your behalf, now request the Lt. Governor to inaugurate the Seminar?



# INAUGURAL ADDRESS

S.L. KHURANA

Lt. Governor of Delhi

Shri Dubhashi, members of the faculty, ladies and gentlemen, I am grateful to Shri Dubhashi and the Institute for having given me this opportunity of being in your midst this morning. Shri Dubhashi mentioned about the importance of the subject, which has been selected in the context of the Prime Minister's call to observe this year as the Year of Productivity.

The subject being considered in the context of a research study which has been carried out, we will not be talking in general terms. We will confine ourselves to the findings of this study and, at the same time, try to see what can be done with a view to overcome or to plug the weakness that has been found therein, so that we are in a position to go ahead, to fulfil the objectives and try to achieve what this institution has in mind and what the government and the Prime Minister have declared.

If you look forward to the scenario that obtains in the country and outside for that matter, we find that we have got the governmental organisations, we have got the private sector and we have got the public sector. We have also some experience of the functioning of the organisations in other countries and of international organisations.

What is it that distinguishes the private sector from the public sector and again the governmental agencies as they function? You would find everybody talking in terms of need for motivation to obtain better results in governmental organisation similar to that of the private sector. What is it which motivates the workers there? Why is it that the private sector is considered to be more efficient than the government agencies or, even for that matter, the public sector?

Then comes in the question of the public sector as well as the private sector. The public sector has been taken out of the governmental agencies so as to be in a position to be autonomous for quicker and efficient decision-making and, at the same time, to be in a position to emulate the private sector, to acquire the efficiency that is obtaining in the private sector. The public sector is always known as bureaucratic, always tied in knots, always guided by rules and regulations, and not in a position to move about and carry out the tasks as it should. In the private sector there is another thing; the objective is absolutely clear and that is the interest of the organisation. The men at the top always are on the guard that the objectives of the organisation are being fulfilled by the functionaries working at different levels and to see that they are not bound down by these rules. In the government, you always think in terms of the impact and the wider repercussions the decisions may have on the functioning of the body. You always think in terms of precedents, you always think in terms of consistency, and you always think in terms of accountability. When you think in terms of precedents that it is going to be quoted tomorrow by another agency that such and such a thing has been done, whether it is going to be perpetuated and carried out in a number of other fields is a matter which is of considerable importance. In the private sector, they can easily ignore what is done today and all the time they have their eyes on what is to be accomplished in the shortest possible time. Secondly, the rules and regulations for that matter do not have that kind of impact and they do not impinge upon the policy-making, as they do in the government. Then, every man and woman who works in the private sector is judged by the performance, which is appraised to ascertain the extent to which he or she has been able to contribute to the efficiency of the organisation.

Then again comes the question of reward for your work. There is no question of the seniority list. There can be other considerations. It is the legitimacy to the organisation which is paramount and important, as far as the private sector is concerned; other things are not so important. I had a short stint with the private sector a year after I relinquished my

post in the government. Before I took up this assignment, I was in the private sector. After I had put in four months' service, one day I got a letter from the Chairman, saying that he appreciated my services and that he is granting me an increase of about Rs. 1,000 in emoluments. One cannot think in terms of these things in the government. It all happens because you are able to contribute to the objective of the organisation or you are able to raise the profit of the organisation. If you are able to raise the profit, it is considered a worthwhile reward. It does not happen at one level only, it happens at many levels.

Then, there is the question of hire and fire. It is not necessary that security or tenure of service is guaranteed to you. There are other factors operating therein. They get rid of an employee who is not fulfilling the philosophy of the organisation. They are also very selective in the process of getting an employee for the organisation.

Then we come to the public sector. I had an opportunity of working in the public sector as well. There is not much of difference in the way of operation of the public sector from that of a governmental organisation, because it follows the rules and regulations of the governmental agencies. In the public sector, the economy is very much built into the services. The accountability again remains very much there. In the private sector, your balance sheet is looked into by the chartered accountant and it is certified that the organisation is necessary. There the accountability becomes very much a factor to be reckoned with. The Public Undertakings Committee is very rigid in its approach trying to assess the performance of a public sector, as it is in the governmental agency. I remember a number of case studies, because I have earlier been the chairman of a public undertaking in Rajasthan. We had taken a number of measures, very progressive measures. But, at the same time, a couple of years hence the Public Undertakings Committee took the view that the expenditure for that particular year was infructuous. Perhaps, a long term view was not taken.

Coming back to the subject, which is the topic of discussion in the Seminar, for which research has been done and you have got before you a report dealing with a set of

people who are operating at the middle level, who are key functionaries in the organisation, or in the department for that matter. The picture that has emerged in the report, the picture that has been brought out in that report, is that all is not lost, a great deal remains to be done, in the organisation. Everybody seems to be frustrated at a particular level. There are organisational defects. There is motivation, but not to the extent it should be there. The system of reward is not satisfactory and so on. The functionaries who operate at the middle level are perhaps the most important functionaries who constitute an important linkage. They are just below the decision-making level and the implementation level is below them. So, the middle rung is the most important to ensure that within a short time whatever the organisation has in mind gets implemented. Their responsibility is tremendous. One is to get orders from the decision-making level but, at the same time, be in a position, if they are given this kind of opportunity, to contribute towards the decision-making level. The second is the implementation part of it, that is trying to see that whatever functions are to be carried out in furtherance of the objectives of the organisation, these are implemented efficiently. It is a kind of supervisory role over the lower level. But, situated as you are, you should pass on the orders received by you to be implemented at the lower level, and be in a position to fulfil the objective of the organisation. If it becomes necessary, one has to take it as a kind of function at that particular level, when this kind of role is assigned to you, as to what kind of freedom in action and what kind of control you would be able to exercise. This is one of the most important things which you might try to consider.

There are certain decisions taken at the higher level and passed on to lower levels. I think, in an organisation, it must be very clear to everyone, right to the lowest level, as to what the functions and the objectives of the organisation are. If it is going to be policy-making, then that level, particularly the middle level, must be involved in the policy-making decision in the organisation. In any organisation, if you confine it to the hierarchy responsible for making the decision, and do not involve the lower and the middle level, which is the crucial

level in administration, it is perhaps doing an injustice to the organisation and to the persons who are working at that level.

When you come to the lower level to see how the implementation is done, it is very necessary for you to know the basic difficulties of the employees working at the lower level and to be in a position to ascertain as to what is it that is standing in the way of the correct implementation and, for that matter, to be in a position to project those difficulties to the higher authorities at the decision-making level. That is very important. There has to be the involvement of middle-level in the decision-making through, appreciation of the difficulties of the staff working at the lower level, and passing them on to the higher level, so that while making the decision or carrying out certain policy decisions, they should be in a position to appreciate what it is that is likely to stand in the way of proper implementations.

That brings us to the process of communication. One finds in many cases that the channels of communications are blocked. Communication is a two-way traffic. It is not something always coming from the top, to be passed on to those who are responsible for implementation. Those at the lower levels should be in a position to pass on to the top level all that is impinging at the lower level. That is also necessary. Therefore, when we talk in terms of job satisfaction, it assumes significance in the context of your being put in a position to play a role which you must and which you should, in the context of the framework as it obtains at present.

The decision-making level must take you into confidence in the formulation of its policy. The decision-making level must also understand the difficulties which are being experienced at the lower level and take them into consideration while passing the orders they receive from the top. They have to project the difficulties which are being experienced at the lower level so that they are able to play the kind of role which they must have. This has assumed importance.

This again means that at that particular level where you are operating, there has to be delegation of power and delegation of authority. Because, ultimately, everywhere one thinks in terms of what is it which will bring up the employees to do their best. For this, you have to know their pulse, to

appreciate their difficulties and their point of view. If you have to have job satisfaction, it is very necessary that power and authority are delegated.

In the kind of set-up which we are provided with in the Government of India and the kind of legacy which we have inherited, we find that in every system perhaps it would ultimately be necessary to consider what service is being rendered to the population at large and the people in general. Somehow, in our system, we have felt that in government service, if it has any kind of reward, as distinct from the private sector, it is the power and prestige which is there in the government service. Everybody in the hierarchy considers that sufficient power and prestige may be confessed on him as that is deemed to be a good reward for being in the government service.

To what extent its power and prestige needs to be safeguarded is a point which we have to consider in depth. The top level must consider the extent to which they can delegate power. It is a fundamental principle of public administration that, to the extent it is possible, we must delegate authority. We must delegate power so that the functionaries at a particular level be in a position to shoulder the responsibility or equip themselves adequately in the discharge of the work entrusted to them. Whatever angle we view from, by delegation of authority we are passing on the authority, which means power and prestige, which are present at that particular levels, into other areas. This power is very important. Somehow, in this sphere, we find there are two sections which operate. Firstly, there are officers at the top level, who want to keep all the authority with them and who would like every decision to be taken at their level. Secondly, there are some functionaries at the middle level. We can categorise certain persons, who sometimes feel that if the decision involves a certain kind of risk, why not pass it on to the top to avoid the responsibility, so that later on they are not held responsible. Delegation of authority must go along with the shouldering of responsibility.

In every job, there should be job satisfaction, and that job satisfaction which a person can derive if the job, for which he considers himself suitable, sufficient authority has been

delegated to him, so that he is in a position to make some kind of contribution at the decision-making level.

When we talk in terms of motivation, it is very important to consider the personnel policy and the placement policy of personnel. It is important from the viewpoint of the institution to have job satisfaction. By the placement policy, it should be possible to place men in those positions where they can do a particular kind of job for which they are suitable. It should not be a case of square pegs in round holes. For that matter, it becomes very important that before you place a person in a position in a certain place, you must know what his weakness and strong points are and in what kind of job he will make a success. For that matter, if you look carefully, everybody has got his own weaknesses and certain strong points. There are always strong points in certain persons which can render them eminently suitable for the job entrusted to them.

So, when you think in terms of the placement policy, you have to think in terms of the appraisal system, as it operates because if you want to know about a person, if you want to determine the placement for him, you must be able to assess the person. There are different systems which operate. There is the annual confidential report. In effect, you just write a short brief report in ten lines of the kind of qualities he has. Another system, called performance appraisal, is followed in the army. Under this system, a person is evaluated through an interview. Appraisal is an important thing. But, unfortunately, it does not receive the kind of attention that it should. The person who writes the reports, sometimes feels shy of bringing out adverse remarks which, if communicated, might bring in a kind of revenge or a certain mud-slinging at the lower level and so on. Again, the performance appraisal by the confidential report is not serving the purpose that it should have because against every column they simply write 'yes' or 'no', 'good' or 'bad' or 'indifferent'. When you go through a number of such reports, you find that you cannot reach a conclusion whether a person should be in that position or should not be in that position. Particularly, this is a tendency which is going on over the years. It is bad and colourless as you do not

like to have any kind of reaction which may be adverse, which the employees would resent. Against this, in the army, they discuss a man. It is not a question of trying to find fault with; it is a question of trying to find out his capacity and capability; which is the kind of job which he would be able to fulfil. At the same time, it should be conceived as something by which you are trying to improve upon the performance or trying to improve the individual. It is the job of the top man to see that he gets the best out of each person; he has to see the weaknesses of individuals to what extent these can be overcome, to what extent he can instil more confidence in them, to what extent they can be helped to show a way by which the improvements get reflected. This is another point which, when it comes to the question of the problem of placement, you have to consider. You must see how best it can be done, how best you can select the individuals to perform the kind of job for which they are considered suitable, and to see how best you can further it. You must find out the weaknesses that exist, to what extent you can help them to build themselves, instil confidence in them and be in a position to discharge their functions. At the same time, by this method they know their weaknesses and are in a position to remedy them.

Personnel policy also includes, as was mentioned, the motivation part, which obviously is not taken care of properly. I find in the Delhi Administration, cases of persons, who should have been confirmed a few years earlier, are coming to me for confirmation. These are of those, who have joined service in 1976, 1978 or 1979, or before 1974. During the confirmation period, when I asked what happened, why they were not confirmed five years back? I am told that one of the reasons is frequent transfers, because of which reporting is delayed. Unless you have got the report of the reporting officer concerned, it is not possible to take action on confirmation. Now what kind of confidence you will inspire in an employee when you find that 6 or 7 years after his joining service, he still does not know whether he is confirmed or not and is subject to vagaries of considerations at different levels? Why the confidential report could not be obtained in time? Why was it not possible after a couple of



years to find out or assess his work? It should have been done earlier.

When we come to efficiency bar, we find that the efficiency bar has not been crossed because the reports are not available for a long period. Why don't we permit him to do it at the proper time? Now when the file about a regular appointment, comes it is written that his service is extended for a period of six months or one year. Why does it happen? Because they could not get somebody with the requisite qualifications, which have been laid down and which have been approved by somebody elsewhere, such as the UPSC. The correspondence is going on because the UPSC has not agreed to it. For two years the correspondence is going on about a particular qualification, whether it is necessary for the kind of the job in mind. If the UPSC does not agree, if there is difference of opinion, after all, there is the secretary and the joint secretary and officials at other levels. Why can't they meet the officers in the other organisation and settle the differences? There are so many things which do not involve any monetary implications, and which should be settled without any delay. One reason for the delay may be the desire to continue the ad hoc appointments, where people are happy and want to continue in those posts.

Everyone of us is interested in increasing the efficiency. The middle level is equally important for the purpose of increasing the efficiency level. So, in all those cases which do not involve any kind of monetary expenditure, we should try to see that the confirmations and regular appointments take place in time and the efficiency is permitted to be crossed without delay. If you think a person is not to be permitted to do so, be bold enough to say that.

The seniority list must be there. I will come to the question of seniority and merit a little later. As far as seniority is concerned, there must be the seniority list in the department and promotion should go on in accordance with that list to the extent it is possible. If everything is done on an ad hoc basis, it is neither good for the morale of the employees, nor for the organisation, nor it brings any credit to the organisation where the employees are functioning. It is good for the men that such things are done in time, the

assessment is done in time, the promotions are given in time, confirmation is made in time and the efficiency bar is allowed to be crossed in time.

There comes the question of seniority-cum-merit. It is always mentioned that, after all, in government service, there is seniority of service. In the private sector, you have got the principle of hire and fire. In the government, what is it which can instil some kind of confidence in the workers who want to do better, how are they motivated into better performance or better results? If everybody goes on saying, "in 13 years I must get into the senior scale and then I must get into the selection grade after the years laid down for that are over" and only a little bit of weeding is done, the rest of them go up automatically, then of course the system cannot be a very inspiring system.

In a number of places, it is seniority-cum-merit and in some places it is merit-cum-seniority. These are the two things that are taken into consideration. When, for example, it is seniority-cum-merit, you rule out certain persons, or take them off, who are not fit or considered 'below average', and include all those who are up to average. That again depends upon the performance and the extent to which the performance is appraised correctly. In the government, you find that you get promotion on 'outstanding' or 'very good' category. So, everybody wants to get 'outstanding' or 'very good'. To that extent, senior officers become quite considerate or quite liberal in giving this kind of performance certificate.

The practice of merit-cum-seniority was tried in a few governments. I remember, when I was the Cabinet Secretary in Rajasthan, I had gone into the entire matter of merit-cum-seniority. Then we had come across the question, after considering merit, what should be the proportion of the persons to be considered for each post. Some said it should be five times, while some others said it should be ten times. So, if there are five vacancies, we may consider 25 or 50 persons. Then again, we found there was a lot of criticism. Some people were unduly favoured and brought up over others, which created heart-burning. So, one has to follow the happy median, not ignoring either.

Then there is the connected question how merit can be further recognised. It can be by appreciation certificates, and by the institution of awards. There should be both incentives and awards. For outstanding performance in a year, a number of employees would be picked up. But since the seniority could not be changed, some kind of incentive and award should be given to people low in seniority. It is very necessary to consider as to what should be the system of incentive which should be brought in. Most of the participants here are well aware of the problem. They should say what they feel and what should be done by the administration to instil a little more of confidence in them so that they are in a position to see that they perform better.

In government offices, the service conditions or rather the conditions of work are not what they should be. In the offices, you find files and files in every nook and corner and the working space is very little. If you go round the corridors and other places, you find that insanitary conditions prevail there. Mention has been made in the report also in regard to it. In the private sector, you find that the atmosphere is very much better. One of the reasons is that strict restrictions are placed upon the expenditure, that is in any year it cannot exceed 4 per cent of the plan expenditure. Whether it is plan or non-plan, cleanliness is a matter of habit. Keeping your environment clean is a matter of habit and it has a very important bearing on the quality of the work one performs.

If you look at the offices, you will find that there are a large number of files—dead files, current files. You will notice that a large number of dead files are piled everywhere. All the almirahs are full of dead files. Why is it so? Because, they are not being consigned to the record room. Why are they not consigned to the record room? Because, nothing is weeded out and so these cannot be sent to the record room. If they are weeded out, there will be a lot of space for keeping current files and also for working. These are matters in which the administration must play a more important role.

All these are linked up. It is again a matter of effort to be made to see that greater efficiency is instilled. It depends

on you as to what extent you are able to create the environment around you, if you have the desire to work in those conditions, wherein you will make the job a little more comfortable for you. This will be rewarding for you, and you will find job satisfaction. Job satisfaction arises from the environment in which you are operating, job satisfaction arises from the kind of job you are handling, and the kind of interest you are taking in your job.

If a person has to have a sense of responsibility in his job and a sense of fulfilment in his job, the higher authority must delegate him the power, make him responsible, and involve him in the decision-making. For functioning with a sense of responsibility, they must be given the authority which is necessary.

Ladies and gentlemen, I have highlighted some of the problems, which are going to be discussed in the light of the research study. The research study has been carried out after interviewing a certain number of persons, by trying to get a feel of what is happening in the conditions around. Maybe, it has made some recommendations, and drawn some inferences that have to be discussed. At the same time, we have to see how best the purpose of study, the purpose of your deliberations, can be achieved. You have got to find out what needs to be done so that we are in a position to contribute more to enhance our efficiency in government and non-government organisations and fulfil the objective which the Prime Minister has in view by calling this year the Year of Productivity. Let us make concentrated efforts so that efficiency in government offices improves.

Thank you.

# VOTE OF THANKS

B.R. SHARMA

Lecturer

Indian Institute of Public Administration

Hon. Lt. Governor, the Director of the Institute, Participants of the Seminar, Friends and Colleagues:

Right from the day when the pre-historic man started making a distinction between the moving and non-moving objects, and between the self-moving and non-self-moving objects, we actually started taking interest in motivation. But motivation did not gain ground until World War II. After World War II, the people faced an economic crisis and the social situation demanded more and more emphasis on production. It is only then that the need for motivating the people was more acutely felt.

Motivation is now no longer a theoretical concept but a practical reality, which we have all to consider as an indispensable factor for social change. All those, who are interested in planning programmes of change and spelling out how the change should be introduced, are obviously concerned with the advent of motivation. Motivation causes human behaviour and, to that extent, causes changes in the community. So if motivation can be managed, planned programmes of change, cannot only be introduced but can also be sustained more effectively.

I thank Shri Khurana for his deep and abiding interest in the subject and Shri Dubhashi and all my friends and colleagues, who helped me to organise this Seminar. I once again thank you all.

Thank you very much.

# PRESENTATION OF THEME PAPER

B.R. SHARMA

Lecturer

Indian Institute of Public Administration

Soon after independence, planning was adopted to achieve rapid national development. In spite of the planned strategy of development and the huge investment, it was felt till recently that proper national growth and development had not taken place. There is a general feeling that improper execution of the plans has hampered the nation's progress. It was, therefore, thought that it would be worthwhile to find out why, how and who are responsible for the execution of the plans that have not succeeded. There possibly could not be any deliberate attempt on their part to fail the nation. Probably they lacked motivation to carry out their task. Hence, this study was proposed.

Although the study mainly aimed at identifying the factors for work motivation, but other variables relating to self, family, organisation, etc., of the middle level executives were also included in it. The scope of the study was limited in the sense that it was confined only to the middle level executives of Delhi Administration. However, it involved wider and deeper implications.

The major hypotheses on which the study rested were:

1. The location of an individual in the organisational space or his placement in the hierarchy, tends to determine his work motivation. The work motivation in a government organisation will tend to be low at the lower level and high at the higher level.
2. The distance from the centre of policy formulation or decision-making bodies also matters much in the motivation of an individual. Hence in government,

those who are close to the decision-making body will tend to be more motivated than those who are far away from it.

3. Work motivation is more a function of need satisfaction. Hence the government employees who feel that their needs are better satisfied will tend to be more motivated than those who feel otherwise.
4. The lower order needs will tend to be satisfied more in the governmental system than the higher order needs. Hence, the people in government who get more opportunity to satisfy higher order needs will tend to be more motivated than those who do not get an opportunity to satisfy these needs.
5. The government employees, who enjoy more power, more prestige and more respect in government will tend to be more motivated than those who do not enjoy these things.
6. The government employees, who lead a good happy and harmonious family life by getting love and affection from their family members, will tend to be more motivated at work than those who do not lead such a life at home.

#### METHODOLOGY

The case study method was adopted for the purpose. The basic assumption was that it is through qualitative data, and not through statistical quantification, that an internal phenomenon like motivation could be better studied, because it is ultimately an understanding, which comprises the true scope of social sciences, and not merely dissecting, categorising and classifying the facts. Moreover, the case study of a person has been found to be capable of revealing his inner strivings; his way of life; the motives that drive him to action; the barriers that frustrate him or challenge him; and the creative intelligence which achieves for him and directs him to adopt a certain behaviour pattern within a given social setting.

### SAMPLE

As many as 148 middle level executives, belonging to different levels and categories, were drawn from the list of the civil servants (which the Delhi Administration provided) were contacted. Finally, 67 (60 males and 7 females) were selected for the purpose of study. Such selected executives were interviewed with the help of an interview schedule.

Though only a small sample was taken for the study, yet it covered various cadres, categories and levels of executives. Some of them belonged to the Secretariat and others to the field. Taken together, they represented various services, different age-groups, different levels of education and income, etc.

### INSTRUMENT

Only one instrument, namely, interview schedule was used in this study. This schedule had 49 items, out of which some were structured and were based on rating scales and others were open-ended. All these items were exhaustive, and covered almost all the dimensions of work motivation. They were thoroughly discussed before use and were pre-tested.

### PROCEDURE

The data was collected with the help of an interview schedule through the method of interview. The interview was conducted in an atmosphere of trust and confidence after taking due care of the mental state of the executives. They were somewhat uncommunicative at first, but once the rapport was established, they reacted in an uninhibited manner and were cooperative, sincere, free and frank.

### ANALYSIS

The data was analysed more in qualitative terms than in terms of quantity or other sophisticated techniques. However, the percentages, Means and Standard deviations of



the responses were calculated wherever necessary.

As many as 15 case studies of the middle level executives were also prepared to illustrate the life crisis they were in. These case studies brought out various motive structures of their personality, which would not have been otherwise possible. The final results were revealing, but not encouraging.

## RESULTS

### *Environment*

The environment in which the middle management operated was found to be suffocating and, was therefore, not conducive to their effective functioning; instead of being healthy and vitalizing, it was debilitating and destructive. It was rather a source of discontent and misery than a source of satisfaction and happiness. As a result, their work life was dull and monotonous and produced a sickening effect on them.

### *Freedom of Work*

There was practically no freedom of work. Whatever little freedom was there, it was further restricted by rigidity of rules, political interference, inefficiency and non-cooperation of the staff, intrigues, transfers, etc.

### *Need Satisfaction*

The need satisfaction was also found to be low; the lower order needs for example, the physical and security needs, were found to be somewhat satisfied but there was a feeling of considerable deprivation regarding higher order needs, that is, social and self-esteem and self-actualisation needs.

### *Autonomy and Independence*

Though the middle level executives had some say in the procedural matters of their department yet, there was hardly any scope of independent thinking or giving new ideas or suggestions. Even if some new ideas or suggestions were given, they were received sceptically by the superiors.

### *Credit or Recognition*

There was hardly any credit or recognition for a good job done. The rules did not envisage apportionment of credit or recognition but did lay down how to fix blame. A good job done was, therefore, considered only as duty done and was not rewarded. The only way of getting recognition was through some entry into "annual confidential role". But this again based on subjective estimation and hardly took into account the overall achievement of an incumbent. It recorded only vague impressions of some confidence in the incumbent, and that was all.

### *Incentive*

Similar was the case with incentive. There was hardly any incentive system for a good job done for the organisation. A good job done brought no commendation, but a job not done invited condemnation. The only incentive, if at all, was the pat or a good entry, about which no one could know. Sometimes, even a good entry also did not carry the true reflection of a good performance.

### *Personal Growth and Development*

Although the middle-level executives had a good status, salary, and security, they were not found happy. They felt that their growth was stunted. The job was so heavy that it hardly provided them an opportunity to use their best abilities. Most of their time was spent in handling routine matters. And there was hardly any time left for showing all their worth.

### *Hopes and Aspirations*

Prior to joining the government service, the middle executives had various hopes and aspirations relating to power, prestige, recognition, etc., but these hopes failed to materialise. Their past few years' life in terms of family, society and nation was found to be gloomy. And they found themselves alienated not only from society and family but also from self.

### *Future Perspective*

The middle-level executives seemed to have lost their

future perspective. The chances of their promotion were bleak and they were found to be stagnating at this level. As a result, they felt frustrated and were found to be in a mood to switch over to some other job. But it was too late for them to do so.

## DISCUSSION

Such bureaupathology as appeared in the results does not seem to have been originated quite independently. It has got certain linkages and is causally related to other independent variables. The broad conclusions of the study would, therefore, have to be seen in the light of major variables, like society, organisation and the system in which the middle-level executives work.

Quite a few authors have highlighted the role of society and asserted that Indian society is tradition bound, feudal and stagnant. Despite the fact that post-independence period has developed some dynamism into the life of the society (Srinivas, 1965) the spell of stagnation is still very much there (Ronald Segal, 1965). Besides being feudal, the Indian Society is also class and caste oriented. As such it has created more social segmentation, exclusiveness and social distance in its members. Class differences in the society also create differences in the value pattern and motivation of its members. Pareek (1967, 1968) highlighted the importance of societal system and considered it as a very significant variable in developing a particular type of motivation and value pattern among its individuals which in turn determine the behaviour.

Agrawal (1973, 1976), while presenting stratification theory of work motivation, has also shown how class based differences were important in work motivation. He associated the work motivation with production relations and tried to establish that the top hierarchy in an organisation being nearer to the source of production were more motivated than an alienated worker at the shop floor or an assistant at his desk.

Besides the class and societal system, the organisational constraints and the bureaucratic system also play no less role in determining the work behaviour and work motivation of these individuals. Bureaucratic philosophy generates depen-

dence which later gets transformed into a need in work organisation. Organisations are like a society and are influenced directly by whatever happens in the society. Despite having an external environment, an organisation has its own environment also, which directly affects its members. It goes without saying that the environment that demonstrates high job satisfaction creates arousal of some positive motivational tendency; attitudes appropriate to or opportunities for motivated behaviour; and appropriate reward for such behaviour.

In various departments of Delhi Administration, the environment has been found to be inhibitive rather than permissive and facilitative. People work there within the constraints of the bureaucratic system. Despite the fact that in most cases bureaucrats do similar tasks, the hierarchy and graded authority structure are maintained and all things are done as per rigid procedures. There are a number of things in such a system which have resulted in dissatisfaction among the middle level executives, for example, lack of autonomy resulting from such a hierarchical structure has created dissatisfaction among them.

The hierarchical system in the government as in society generates dependence as a need in work organisation. Dependence in bureaucratic organisation is perhaps the most important work motivator. An administrator works because of his dependence on his immediate superior. His directions, criticism, encouragement, informal relations, ability to help, etc., become important considerations than other intrinsic variables, like growth, achievement, self actualization, etc.

Incentives are quite important but, in the government system, they are linked up with dependence motivation. Too much of dependence that we generally find in the government has serious repercussions on the incumbents. For instance, it might create fear of authority. Dependence and fear result in lack of trust and lack of trust with lack of power and autonomy might result in lack of voluntary discipline. Leisure becomes a more important alternative to work and not work becomes socially more acceptable.

Rigidities in the bureaucratic system, whether of rules or procedures, also play a negative role. These rigidities are conditioning forces and constrain the work behaviour of the

officers. It produces conformism and hardly leaves any scope for initiative and independence. Too much conformism produces apathy, aimlessness and meaninglessness and makes the executives existentially sick.

Superior-subordinate relationship, howsoever informal it may be, suppresses the individuality and paves the way for sycophancy. As a result, displacement occurs and personal loyalties become the national loyalties for them. In such a situation, the executives tend to care more for their bosses and try to please them rather than try to achieve good results.

In bureaucratic organisations, like government, the decision-making is done at the top. The middle management is hardly taken into confidence or allowed to participate in the decision-making. This results in loss of sense of responsibility and identity.

The quality of working life is also another important variable that goes to affect the work behaviour or work motivation of these people. Its importance has been highlighted at various forums. For instance, the Director General, ILO, in 1972 Conference on "Technology for Freedom", observed that there are increasing signs of alienation and dissatisfaction at work. Better conditions would do little to abate the revolt against work as a dull monotony offering little opportunity for the exercise of initiative and responsibility. An unsatisfying job may be the means of obtaining the material rewards which, if frustration and dissatisfaction is permitted to accumulate at work, may make life outside work more satisfying.

Wilson (1973) in his report to the UK Department of Employment also has brought out the need for improving the quality of work life. In this regard, a number of variables will appear to be relevant determining the quality of working life. For example, Kornhauser (1970) regards job satisfaction to be an important factor; Davis and Trist (1972) regard participative work restructuring; Kahn (1972) regards mastery of the immediate environment and feeling of personal involvement in work; and Alderfer (1959), Dela Motte and Walker (1974), and Emery (1974) emphasize humanization of work aspect.

All these people and several others, while pleading for

humanization of work, are not really unduly worried about the inhuman element in job content. Marx over a century ago, had recognized the alienating effect of non-machine system. Today this alienation is complete since the non-machine systems have become very complex. Stress, alienation and anxieties have become a part of daily life. Alienation created by the non-machine system affects the family life of middle level executives; an unhappy executive would also be an unhappy man at home.

How the job situation is shaping the personalities, family and society is now evident. Today, work life is such that it dehumanises, social structure is such that it alienates, and family structure is such that it generates dependence. How each one is associated with the other is amply clear from the data presented. This claim of family generating dependence, job dehumanizing and society alienating, needs serious consideration. The answers to the problem may lie in carefully examining what Maslow (1973) has stated "... We have learnt very well that it is better to consider neurosis as rather related to spiritual disorders, to loss of meaning, to doubt about the goal of life, to grief and anger over a past love, to seeing life in a different way, to loss of courage or of hope, to despair over the future, to dislike for oneself, to recognition that one's life is being wasted or that there is no possibility of job or love, etc."

These are all falling away from full humanness, from the full blooming of human nature. These are losses of human possibility of what might have been and could yet be perhaps. Man, without meaningful and productive working life, ceases to grow. He does not reach the state of full humanness.

Wherefrom the motivation to work would spring when the work life of middle management is demotivating? They are neither happy at home nor at office. The hypotheses posed in the study are, by and large, tested and stand as verified.

#### CONCLUSION

On the basis of results, it can be safely concluded that the middle-level executives seem to be getting no kick out of

routinized work system. They have practically lost all the fervour for the job and have, therefore, adopted an indifferent posture. Rigidity in work situation devoid of experimentation in alternate solutions has, therefore, become the work style of these people.

They have become almost powerless and work as messengers between top and bottom management.

They appear to be living in a vaguely defined unfocused state of being and hardly perceive themselves as an entity beyond the roles they are assigned. They have rather identified more with the roles that their self has adopted than with anything else.

Their creative ability seems to have been clouded and they have become conformists. The efficacy which goes to make up a psychological strength in them is gradually fading, and they have become more or less dependent on an external resource than on an internal one.

All these things point to a loss of identity and a crisis for existence. The middle-level executives appeared to have become frustrated and existentially sick people than achieving people. The presence of existential crisis reflects closing of present chapter to a great extent but not completely. However, the struggle to achieve almost comes to a standstill at this stage and the bored incumbent tries to fill this vacuum by indulging in reflection over philosophical questions. Such people tend to lose sense of direction and purposiveness in life. Life appears to them like a meaningless absurdity.

Despite all these odds, however it is remarkable that these people are so proud of their country that they would like to be born here again and again, if rebirth is a reality.

#### SUGGESTIONS

Looking to the study as a whole, the following suggestions could be made :

1. Since the power motive appears to be the only guiding force, the origin, arousal and control of power motive needs to be properly understood.
2. Power sharing is a major problem in the administrative system. At present, power is clustered or

centralised at the top and the middle management seems to be deprived of it. Attempts, therefore, would have to be made to see that the power is decentralised and allowed to percolate downward so that the middle management may also get a due share in it.

3. Policies are generally framed or formulated at the top level and the middle management is hardly allowed to participate at its formulating level. Attempts, therefore, would have to be made to see that they are also allowed to participate in the policy making and are not simply used for implementing them. They should be treated as equal partners rather than the messengers.
4. Most of the decision-making is usually done by the people at the top and there is hardly anything left to be decided by the people at the middle management. Attempts would, therefore, have to be made to see that the middle management is delegated enough authority to decide the things at their own level and need not always wait for the decision to come from above even for petty matters.
5. It is evident from the data that there are a lot of interferences in work. As a result, the work is held up and the delay is caused. In order to get the work going on smoothly, the interferences would have to be reduced to minimum and freedom to do the work would have to be introduced at this level.
6. Dependence has almost become a work need in government organisation. As such, there is hardly any scope for independence and initiative taking. Care, therefore, has to be taken to see that more and more chances to take initiative and independent decision are given to the people at this level.
7. There are various types of rigidities, for instance, the rigidity of rules in the administrative system which not only hampers the speed of work but also clouds the entrepreneurial spirit of the people. Attempts would, therefore, have to be made to see that these rigidities are removed or at least softened so as to enable the people to work more effectively and to



achieve results.

8. There is practically no incentive system in the government, particularly at the middle level. A mechanism is, therefore, required to be evolved to see that the people at this level are given both intrinsic as well as extrinsic incentive so that they may take more interest in work and feel more involved in it.
9. The work in the government need not only be remunerative but also be made interesting. The enjoyment part of the job at this level seems to have been lost. A greater need is, therefore, felt to incorporate the element of interest in the job and making it more enriching and appealing. But this is possible only when the whole rationale about the job is changed. Today, man is for job. This thinking has to be reversed and instead of being the man for the job, the job should be for man. It has rather to be cut to the size of the man's capacity to enable him to do justice to it.
10. It is not only the people at the top who have an urge of accomplishment. The people at the middle management also feel that they have the right to participate. They get satisfaction from participation. They need the opportunity to exert influence not merely to play useful part but also to be seen to be playing their part. This is not self importance but a sign of self-respect and should be fostered as it results in a high quality of performance.
11. Today, the middle-level man in government seems to have lost his fervour and is reduced to the level of a pygmy. He does not get opportunity to show his full worth and to develop fully. His growth seems to have been retarded and abilities not fully utilized. The human potential, which is considered to be the richest of all the world's resources, seems to have been unexplored and underused. There is, therefore, a greater need to utilize the human potential so that it might achieve its fullness. For this, a congenial environment at work is very much required. The working environment, therefore, has to be built in such a way

that it might enable the man to have a sense of individual accomplishment, a sense of possession and a sense of being involved with others in a successful enterprise.

12. The middle executives are no longer satisfied to be placed in a ready made environment, howsoever good it may be in principle. They, therefore, want to have a part in changing and creating a new environment and for that they need the right to make changes so that they can increase their own effectiveness—the right not only to change their way of working but also the working environment. They should not be expected to accept as inevitable the kind of working life they have in their offices. They have a desire and need to improve their work life. The chance given to choose among several alternatives would not only enrich their working life but also humanize their organisation.

Besides the above, there are some other indirect suggestions also which need attention. For example:

1. The Heads of Department should be allowed more time to do work in their offices rather than being used in holding long meetings or in supporting the personal grading of their seniors.
2. Work should be evenly distributed so that one may have sufficient time to attend to it with greater attention and improve the quality of output.
3. Red-tapism and paper work should be reduced to the minimum so that the work may be done speedily.
4. Working conditions need to be improved and better avenues for promotion and enhancement in status be introduced.
5. The personnel policy of the administration needs to be revised from time to time, to avoid frustration.
6. Firm and purposeful policy decisions should be taken, so that one can go ahead without any fear of lack of support at the time of their implementation.
7. Though, of course, the practices once firmly establish-

ed die hard, yet the manner in which files are routed and finances are sanctioned need to be looked into.

8. A simpler way of taking decision and making known to a person the reasons as to why his request could not be accepted, should be adopted.
9. An office should be an open society and not a closed cell. All the records in the office should, therefore, be open to public examination.
10. The distrust needs to be replaced by trust and knowledge of the job needs to be translated into doing the job effectively to achieve results in terms of organisational goals.
11. True sympathies are very much required to handle the problems of the people. The genuine demands of the people should, therefore, be viewed and met with a liberal attitude and not with tyranny and self interest.
12. In order to work better for weaker sections of society, a flexibility in approach is very much required. This is not possible, if too many procedures have to be followed. The procedure is, therefore, required to be reduced to a minimum.
13. The overall administrative system needs to be equipped more to adopt to the changing needs of the time.

## SEMINAR DELIBERATIONS\*

*Chairman:* We have now listened to an analysis made, on the basis of a research study, by Dr. B.R. Sharma. There is the diagnosis and there are the remedies. Now, how do we go about? By reacting to the presentation made by Dr. Sharma, we may have some general discussion, followed by identification of the individual points on which further discussion could be held. How do you react? Would you like to make some general observations? That, I think, would be better. You can start with the general observations. I think we can very rightly start from the executives.

*Participant:* I personally think that the most important part, the lack of motivation, or inadequate motivation, or anything of that nature, has to be seen with reference to the changing conditions in the society. In the morning session, the Lt. Governor referred to the communication gap and all that. I would like to say that communication gap always does not arise within the service alone, rather it is right there in the society, right from the day we were born. Because, when we go to school, we are told that we are not to question our teachers. We have to listen to them only and then when we are at home, we are not to question the parent's authority, because they are supreme and they are the persons who know best. We are not to question our elders, we are not to question our seniors. In fact, we are not supposed to question anyone.

*Chairman:* Are you referring to the position now, or once upon a time?

*Participant:* It is always there. It is there even today. When we ask the question, quite a few times the teacher will ask us to leave the class, rather than explain the problem, because they don't want to face hard facts. They want people

\*The names of the participants have been deliberately omitted.

to listen only. I have done my law degree a couple of years ago. Most of the time, whenever we used to ask questions, we were avoided. One person used to attend the class once a week only. In this situation, it is better to leave the class.

*Chairman:* You say the other extreme; not authoritarianism but running away.

*Participant:* I do not say running away and all that. When we sit in the class, and find that we cannot get the maximum out of the teacher; when we know that if we raise one or two questions, they say this is the best we are teaching, you sit out of the class. This you can read in private to verify. Also, when you enter the service, then the system is that we are not to question the boss. His decision is final. We are asked to implement it. This, I think, is out of sheer habit only.

*Chairman:* I am sorry. I would like to interrupt, because without interruption, it will not go in the proper direction. The Secretariat Manual says that the civil servants should give advice without fear or favour. Therefore, there is no restriction on any civil servant.

*Another Participant:* I agree with you.

*Participant:* But, at the top level, they do not like it.

*Chairman:* I am speaking of our formal system. We have a formal system. We have only to carry out the orders. In our formal system, it is always said that we must give advice without fear or favour.

*Participant:* Well, in theory it may be all right.

*Chairman:* Not in theory; in your Manual.

*Participant:* If I am outspoken, the sword would be hanging over my head. If one takes a decision or express opposite ideas, one would be transferred to Andamans. The option is clearly before you.

*Chairman:* Actually, Andamans is a far better place than Delhi.

*Participant:* If I am posted in Andamans, I am not afraid. Most of our officers, as you have rightly said, are small people. They do not want to go out of the place of posting, because of children's education and all that. In the administration also they think transfer to the Andamans is a punishment, because many times they say, if they don't agree,

the option is transfer to Andamans, as if Andamans does not need good officers and only bad officers need be sent to Andamans. That is the view taken in the ministry. All of us are very scared of our transfer to Andamans or to Mizoram. Well, that is the fear. I am expected to express my views. But, at the same time, many times we have been told, "please be restrictive in your views, do not go too far". I think, in the first five years we do it very freely and thereafter, with the passage of time, when we settle down, we do not pick up quarrels unnecessarily and try to go with the main stream.

*Chairman:* Whom do you blame?

*Participant:* Only the system itself. We have to change the system.

*Chairman:* In the system, you must express yourself.

*Participant:* At times we are not allowed. In fact, we are not even considered capable of giving our views.

*Chairman:* It is not a discussion. You have to identify the problem.

*Participant:* The circulars are issued about the meeting. I must tell you, there is a regular fortnightly or monthly meeting of the Secretary. There are the directions according to which we are expected to come and participate in the meeting. It should not be presided by No. 2. That means, No. 2 is not considered worthy of acting in his place. He cannot even express his views, which, with all apologies, is a fact. At times, we do feel, but it is like that. Today we are not able to deputise in the place of No. 1 even in times of emergency. I think, there is an order to that effect. In this meeting, you may like to change the order. Besides, there are occasions when those present are asked to leave.

*Another Participant:* Each Secretary has to see his own needs first, whether it is a meeting of the Secretary with the Chief Secretary relating to a state or anything else. He alone is required to discuss a matter with No. 1. He cannot use his discretion and allow No. 2 man, may be Joint Secretary or Deputy Secretary, to come and attend those meetings. There are two things. Firstly, if No. 2 is allowed, whenever Secretary is absent, they will not do the home work to come to a particular meeting and for any questions required, they

will look back and expect No. 2 to give a reply. This obviously he is expected to know. Secondly, if the Lt. Governor wants him in a particular meeting, then this kind of thing should be left to him, depending upon the merit of the person. It should not be taken as some kind of lack of faith in the No. 2, or lack of faith in the second level.

*Chairman:* This is not lack of faith in No. 2.

*Participant:* It is a general order which once issued will project such feeling.

*Another Participant:* On certain occasions, when the second man was present, he was not allowed to participate in the meeting.

*Participant:* Let's now go into work motivation.

*Another Participant:* In a department, a particular No. 2 might be dealing with some of the aspects of the department only. There may be two branches in the department. This may be the reason why No. 2 is not required to participate. Since the Head alone could give complete picture of the department. That may be one of the reasons.

*Participant:* I am not saying No. 2 should always be called at the meeting. In case, No. 1 is not there, then No. 2 should go and participate. If not, then what is the motivation for us. Well, as you said, your motivations are actual work or a better work done, whether I do the work or not, I will get my annual increment, and yet, of course, I have to be very careful. If I am not working, then I have to see that nothing adverse comes on the record against me. That precaution I have to take.

*Chairman:* Let us listen to her. I think I have started the bad practice of interruption.

*Participant:* While working I have to take many precautions, as I am prone to commit mistakes which shall go against me. One thing is there, while working I have to be much more careful, but my motivation is not there. When the motivation is not there, the maximum you can have is some satisfaction. But I think such satisfaction is not enough to sustain continuance of working though it may be one of the major factors.

*Participant:* The Hon. Lt. Governor has referred to the for communication. He has also referred to poor

environment. He said something about non-plan expenditure. It would be very interesting for this group to consider, and if you analyse each individual opinion, in this group everybody would come out with a different explanation as to what is a proper plan expenditure and what is a proper non-plan expenditure. If you ask anyone of us, each one of us would differ from the other in respect of the definition of Plan expenditure. For example, if I am serving in the Revenue Department, I will say "revenue for the government" as an organisation assessing the assessee and collecting revenue for government; the revenues may go finally towards Plan expenditure. But no activity is probably classified as non-plan expenditure. Now, regarding the motivation part of the study, which is mentioned here, it is worthwhile to find out why, how and who, responsible for the execution of the Plan, have not succeeded in the actual execution of the Plan. Motivation for motivation's sake is not the theme of the Seminar.

*Chairman*: Motivation is for work's sake. It is work motivation, work performance.

*Participant*: It is left to the discretion of the individual, but what I want to emphasize is that occupational dichotomy between Plan and non-Plan activity should be given up.

*Chairman*: This is another subject altogether. Plan and non-plan expenditure can be discussed in the Planning Commission. Here we are talking of motivation.

*Participant*: What I mean to say is, just because we are in a department, which is categorised as non-Plan, we should not be taken as people who are not properly motivated.

*Chairman*: Everybody has to be motivated.

*Participant*: Even in motivation, there can be good motivation and bad motivation. For example, it is a settled law that we are all supposed not to take bribe or practise corruption. We are supposed not to be motivated that way. What is important is, we should be well motivated to execute plans. That is probably the subject of our attention in the best possible manner.

*Chairman*: Within the Plan, motivation for better work performance. That is all pertaining the theme.

*Participant*: In that case, even the so-called non-Plan acti-



vity can be included.

*Chairman:* Of course.

*Participant:* In the beginning, we have been asked to suffer and follow them and not to present our differences with seniors, who have better ideas of working in a particular department. I say, suppose I am daring enough to point out certain objections, seniors or people at the higher level do not listen to it, or they do not care to most of what I say. So, how am I motivated? Suppose I have pointed out certain differences to the seniors about the policy area. If it does not have any value, it has a bad effect on me. The policies which are framed at the higher level are dependent on very many extraneous factors and not on what the junior level says, or the middle level executive says or does. But there are very many other factors, which go about in framing of the policy by the government.

*Chairman:* Government says that among factors to be taken into account is the formation of policy while there could be various considerations, which are not within the purview of the subordinate. One of these things should be taken into account, should be the subordinate's view. This is what should happen. Why did this not happen?

*Participant:* In very many other matters, the issue is not clear, when a policy is framed. There are political interferences and other reasons due to which a policy is adopted. There is always a big gap in the way it is done. Normally what has happened in our country is that all the schemes are implemented at the lowest level. Take for example, revenue policy, which is implemented at the patwari level. Social welfare schemes are more executed at the level of the social workers or the district staff level and the planning at the highest level. Normally, the middle level is distrusted both at the lowest level and the highest level. There is a gap in communication. This gap, I must say, needs to be filled in. There has to be, in fact, 3 to 4 levels. Proper communication between these levels the difficulties of the lowest level reach to ensure that the highest level. But all these things hardly get into the plan. Planning in states like Gujarat, Punjab and Haryana is done in the capital and the implementation is done in a far away place or backward tribal area where the tribal or the person,

## *Seminar Deliberations*

who is covering the tribal area, is quite unaware of all these things.

*Chairman* : That is not a part of Delhi Administration. We are concentrating on the Delhi Administration.

*Participant* : We are talking in general terms; not only on the Delhi Administration.

*Chairman* : As I mentioned, we are discussing this specific study. Our remarks should be confined to that, otherwise, it would tend to go off the mark, and that would become merely a general discussion. So stick to the study.

*Participant* : I was explaining the position. We do not have our seniors listening to the practical difficulties we have at the lowest level. We cannot communicate to them. Unless and until we participate in the formulation of the policy we will have no motivation at all to suggest anything. Even if we have alternative suggestions, there is no motivation to express them.

*Chairman* : When these are well worth these should be told ten times.

*Participant* : Even if they are told ten times, they refuse to listen to them, keeping in view very many other factors.

*Chairman* : All the people higher up are not just pieces of stones.

*Participant* : Not like that. But they are very busy. They have their own preoccupations. They cannot get involved to that extent. Besides they have no desired confidence in the subordinates simply because they are busy people, and have many other jobs to attend to.

*Chairman* : One of the aspects of their business is to deal with their subordinates. They do not exclude it.

*Participant* : The same thing happens with the policy framers and top civil servants. We have the top civil servants whose advice is not always acceptable. It is the part of the system. We should not so much worry about it. But just because we are not heard, one would say we should not keep quiet.

*Another Participant* : And that is a fact. We have to deal with certain aspects of administration. We have certain rules and there are certain particular Acts, by which we are governed when we take a decision. Now these rules or Acts

are not revised from time to time, whereas the policies keep on changing from time to time. When the middle level man takes up a proposal he may act according to the rules which are 20 years old or the policy decision which the government took. Now there is a gap between these two. To give a very simple example, I may say the Land Reforms Acts in Delhi are of 1954. When a proposal is coming to the government under that Act, may be for the purpose of approval of land, maybe for the purpose of allotment or acquiring it or for the purpose of the panchayat, the rules and the Act are of 1954. When at the middle level, we are asked to consider a particular proposal, we consider the proposal on the basis of the Act of 1954, whereas after that so many changes have taken place. Now, at our level, it becomes really a critical and conflicting situation. How to cope up with it ?

*Chairman :* The policies cannot be inconsistent with the various Acts.

*Participant :* Inconsistent, in the sense that the policy of the government now is to give land to the landless employees but, at the same time, the Act lays down the order of precedence in which the land is to be distributed to the different persons.

*Chairman :* Obviously, it is beyond my imagination that the Delhi Administration should lay down a policy, which is inconsistent with the Act. The first thing that the policy maker should do is to introduce an amendment to the legislation.

*Participant :* It is an All India Act, but we could have done it. But, at the middle level, we have no option but to implement the Regulation and the Act. That is why the problem arises.

*Chairman :* That may be a problem. It may mean that legal amendment should be made, when they are found to be inconsistent with the prevailing policy but they have no bearing on work motivation.

*Participant :* Then there is no bearing obviously at the top level. This is a fact. The illegality would be continued and go against the policies in some instances.

*Chairman :* Every act of a public person has to be seen with a critical eye with legality. So far as Delhi Administra-

tion is concerned, we are concerned first with the legal aspect of the act. It is, therefore, better to see the legality first.

*Participant* : But the concept of legality also changes.

*Chairman* : The concept of legality is just formal. Every act of the executive must be consistent with the law. Because other acts would be illegal and, by definition, no executive can indulge in an illegal act.

*Participant* : What we are supposed to do is the propriety.

*Chairman* : Well, propriety is in conformity with the law. This is the definition of public persons. At least public servant should not talk like this.

*Participant* : As you know, there is no public servant who can take perfect decisions. There are loopholes and other people take advantage of it.

*Chairman* : The loophole must be plugged.

*Participant* : Every law and every Act can be circumvented.

*Chairman* : That is the job of those who want to do it. But, so far as the executive is concerned, he will uphold the law and do everything that is necessary to see that the loopholes are plugged.

*Participant* : That is wishful thinking. But that is not what is happening.

*Chairman* : All right. That is again not connected with motivation. That is inefficient functioning.

*Participant* : May I have two minutes, Sir ?

*Chairman* : Not only two minutes, but any number of minutes.

*Participant* : The Lt. Governor has enlightened us with some of his considered views. As a seasoned administrator, he has summarised the note of the Director in a very practical form.

*Chairman* : He has explained it in relation to work motivation.

*Participant* : I am saying something in relation to industrial machinery.

*Chairman* : It is also a finding.

*Participant* : Exactly. The Director of the Institute has ably summarised this useful report in a very practical form. And Dr. Sharma has made a very indepth study of the

phenomena of work motivation in a useful manner. The Secretary, Delhi Administration has also mentioned about the scope and the contents of the study. He has also made a deeper study of the practical situation of today. There are certain points that are bound to be brought in. For example, the contents of ACR has been made the criteria of our performance. Now performance is a very beautiful term and we have been talking about it for the last so many years. But question arises who should assess performance? Is it to be done by a collective effort by a body of senior officers with objectivity? Or should it be allowed to remain in the same current form. The current method of ACR needs modifications also. In fact, a very balanced and very positive attitude towards life is needed. But it seldom happens. The boss may be irritant or he may be objective in his assessment who knows. The Lt. Governor was pointing out about the performance of ours. The appraisal of our performance has to be done by a selected group, and it should be left to a number of senior officers of the administration, who are known for their objectivity and fairness of outlook. Should the assessment of the weakness of a particular individual, in the middle level executive, be left to the senior officer assessing his merit by ACR? This is the point which I would like the Seminar to discuss here.

Then, you have mentioned about the silver lining. We feel that Indian Administration is doing well in the circumstances, that is our outlook also. But, is that silver lining itself sufficient enough to motivate the middle level executive for better performance? I think in the course of interview this was a big inducement. But is that feature more satisfying to motivate people?

*Chairman* : Not sufficient, but probably the starting point on which to build up.

*Participant* : I just want the discussion to be there. These are the silver linings to that thing. There is the flexible system you are talking about. There are weaknesses and the qualities of the individual that should be assessed. What is the distinction between officers of completely negative thinking and who are simply the file-pushing type and officers having positive thinking. I want the replacement system, which act

as motivator to the executive.

Then should there not be an even system of promotion for the middle level executives who are invariably stuck up at this level for a considerable number of years. What should be the promotion system? We should have certain in-built system. At the moment, we do not have such a system. I am talking about it, because I come from a service where I feel, there is possibly the biggest stagnation at the moment among the civil servants. When I say civil servants, I mean those who belong to the State Civil Service. And there should be conscious effort to provide a balanced system of promotion for them. So far, no conscious effort has been made to ensure promotion to these officers, who are handling important aspects, important sectors of development, important sectors of distribution, law and order, etc. They are just one among others. I feel that we are serious minded persons. We are purposeful executives and we will continue to perform our role, whatever may be the difficulties. But the time has come when we have to question the criteria and look at the needs of the middle level executives. I personally feel that the inaction is built not because of the people at the policy making level but because of the bureaucratic system as a whole.

The policy level executives feel that the people at the middle level are quite serious minded people and as such they will continue to do their work. They will no doubt continue to do this work because it is in-built in them. But is it a correct thinking? The fact remains that this sort of thinking is there at the policy level in the entire bureaucratic system, which is corrupting the middle level executives. Not giving anything substantial for the advancement of the middle level executives is not just.

I would, therefore, very much like the fellow participants to discuss this issue seriously in this seminar.

*Chairman* : What do you say? Is that perception correct that the donkeys will go on carrying the burden, and they need not be paid better?

*Participant* : I do not know, but for the time being it appears to be a fact. I think it will continue for some years more because the system has failed.

*Chairman* : Do you think that it is the result of this attitude?

*Participant* : The result of this attitude will be felt after a number of years by the future generations. They would also be very serious minded people. They will also start a busy life, and would take life as it existed in the past.

*Chairman* : Your perception or formulation is that the administration is simply going on because of the in-built mechanism in the minds of the people that they would continue to work and looking at this mechanism, those who are higher up feel that there is no particular need for taking note of this.

*Participant* : I do not find any reason for thinking otherwise.

*Chairman* : There is no work motivation at any stage.

*Participant* : All this is hardly possible. The executives at the policy level perhaps know how things happen over there at the level of middle executives. Perhaps there may not be that fear, but we know it pretty well that there is no motivated worked at the middle level.

*Chairman* : Have you said everything ?

*Participant* : I would like to share my observation with others that the motivation to work is imbibed in the first five years of entering the service rather than at a later stage. After that, it is all akin to the system and becomes a habit which continues in the remaining part of life. Today, if I get a promotion, or do not get it, I will go on working.

*Chairman* : Is this happening now? Is this existing? If yes, then our academicians want to know about it. The existing thing should be that the work motivation is engendered in the first five years of a civil servant's career and once this work motivation gets transformed into the habit of working, and it goes on as it were on its own momentum and continues for the rest of the career, so that you do not have to strengthen it in any artificial way of creating work motivation.

*Participant* : I would like to go a step further. In the initial five years in the tenure of the ICS officers in the old days, what used to happen was that fresh recruit used to be put up with the Collector or the Collector used to look after him continuously for 2-3 years. He used to guide him in each and

every aspect, which now in fact is not there. Now after the training part, a man is just exposed for 4-5 months here and there and then straight away put on the job in the larger organisation. Probably the head of the office that is the head of the Department has no time to see and even enquire how he is doing.

Secondly, there is no motivation, no proper training and no feedback—nothing of the sort is there to groom him as an effective officer.

*Chairman* : Are you saying that motivation is in contradiction with the later stage of civil life ?

*Participant* : I am saying it is probably there up to first five years. But after that it is not there.

*Chairman* : The training should be there for five years.

*Participant* : I have another point to make regarding performance appraisal. I had a good experience of taking up ACR. The people who have shown results up to 95 per cent or 100 per cent are graded as 'average' whereas people who have shown worse results, say up to 40 per cent, they are graded as 'outstanding' or 'very good'. After all, how do we judge what he has done ? I feel that appraisal is done, not on the basis of the work, but on some other subjective considerations. In Bombay services, we have only two categories of appraisal. Either "fit to be retained in service" or "fit to be discharged". There should be no third categorisation in the services, such as outstanding, very good, good, adverse. They are all just imaginary ratings as very much depends on the likes and the dislikes of the immediate officer, who gives the report.

Second point which I would like to make is about the communication gap. When the secretary or the other senior officers, get some feedback about an officer, they say, what can we do? They should have the courage to talk to the officer regarding what has been lacking and what they are doing or not. Similarly, the head of the department says invariably "call the officers, have a frank discussion with them, find out where things have gone wrong, what is happening, why they are going wrong and try to apply correctives". At the same time, we Indians are in the habit of not giving a pat. In the government services, we don't give commendation. The Lt. Governor has given a ray of hope by saying that human



touch should be there. A pat for good work done will always make a man motivated to do better work.

*Chairman* : Do you mean to say that the human touch is missing?

*Participant* : Surely, it is missing there.

*Chairman* : You only referred to the human touch. Do you want to say anything more.

*Participant* : I would not like to say anything more. But I would like to refer to Peter Drucker.

*Chairman* : Why do you go on having borrowed ideas? You have several advantages in Delhi Administration.

*Participant* : You have never been in Delhi Administration. It is the universal feeling. It is everywhere right from bottom to top.

*Chairman* : We forget our own source.

*Participant* : That is very clear.

*Chairman* : He has not been in India at all?

*Participant* : He has seen India all right.

*Chairman* : He has not seen India, I mean the inner working of Indian Administration.

*Participant* : If you look at the theory that he has laid down on certain principles regarding management by objectives—i.e., how to form policy, how to execute and how to monitor it—I will say most of the departments are not even clear of the objectives of their department, right up to the assistant level. He should be clear what he is expected to do and what is expected from him. If he knows the job and knows his duty, he will do better than remaining in the darkness.

*Another Participant* : The middle level executive in Delhi Administration has his hopes and aspirations. That is one part of it referred just now. There is a lot of uncertainty about their future. One is the status of the union territory. It is a fluctuating status. We are not changing anything. The reorganisation of states has blocked our future. We have always been affected, either better or otherwise. For example, the reorganisation of Punjab put stones in the path of our cadre. So, our people were affected considerably without our volition. We are not engaged on a fair enough basis. We work at the pleasure of the President. This is one aspect

which contributes much to our negative thinking about our future.

*Chairman* : There is no hire and fire.

*Participant* : But there is stagnation.

*Another Participant* : When we were recruited, we were for service in Delhi and Himachal Pradesh. One fine morning recruited Andamans and Nicobar Islands were added, and we were asked to go to Port Blair without knowing our option. We did not ask for it. Another fine morning Himachal Pradesh was taken away. Those recruited along with us were promoted long ago, and we are stagnating. At the same time, it is said that we are earning our annual increment. We are not earning our increment; we are stagnating. I do not know whether it was considered at the time of the study.

*Participant* : At the moment, two of our bosses are already at the maximum with no promotional avenues. They have reached the maximum of the scale for the last two years. Himachal people as well as we are rotting.

*Another Participant* : I can say that Haryana, Punjab, Himachal and Rajasthan, even Uttar Pradesh are better than us

*Another Participant* : You have to protect us.

*Chairman* : You did not tell it to Dr. Sharma.

*Participant* : We are not supposed to tell.

*Another Participant* : We say it now since the seminar is a better place for exchange of such items.

*Another Participant* : Sir, I want to say . . .

*Chairman* : You are an executive.

*Participant* : I am not executive; I am a scientist, working in a Government Department. I have not worked in Delhi Administration, but it must be running like most of the organisations in the country. It cannot be different from other organisations.

*Another Participant* : It cannot be very different from other organisations.

*Chairman* : How do you make this statement?

*Participant* : By listening to what has been said and also by working in Delhi Administration. Anyway I want to pick up the point which you have just raised. Probably, it is part of the policy that you want us to learn the habit of working for, say, 5-6 hours and then you expect us to go on like this.

Has anybody thought as to how they will be spending their lives by working for 5 or 6 hours. This is exactly what is happening, which we want to highlight. Because the question of work motivation is very different from the question of work policy; the structure of work and so many other things that you want to develop. I am aware that some of the very senior Secretaries of the Government of India are in the offices at about 9.30 in the evening, or they may work up to 10 o'clock. I wonder whether this is motivation or lack of motivation. This may be because of some difficulty at home or probably this is part of their legacy.

*Chairman* : You are asking questions in Dr. Sharma's study or examining work motivation of the Secretary of the Government of India. Dr. Sharma has submitted the experience of Delhi Administration only.

*Participant* : It is the fundamental thing. Usually they spend most of the time in meeting, in reading and there are always 4 to 5 meetings. Their time is between 10 and 5. Most of the important files are being examined after 5 o'clock. So they have to stay. Anyway, I have only mentioned this point because I want clarification. I am not very happy with the culture of bureaucratic work alcoholism *vis-a-vis* the culture which the democracy is trying to grow.

*Chairman* : You mean work alcoholism.

*Participant* : Yes Sir, work alcoholism is trying to grow. On the other hand, I would like to make it known that middle-level executives are following the strategy of growth rather than areas of avoidance. That was happening previously. As some of us have just now said, we avoid work in our office partly because of our non-involvement or partly because of low level motivation with which we are working. We do not want to make an error and probably at that time we do not have in mind the goal for which we are working. So there is no attempt at all or only partial attempt to run the risk of error or avoidance.

*Chairman* : Errors or avoidance.

*Participant* : He does not want to be considered as man of error by seniors. He does not want to commit any error but then he must point out the error committed by others. This is the philosophy with which I have been working.

*Chairman:* But you must say something more on this, in the sense how do you change the motivation from error and avoidance to positive goal achievement.

*Participant:* This is exactly the point where I would like to talk. Because it would be much better if you have some purpose somewhere and then develop the study. But before I do it, I would like to pose various problems. The first problem is that the research investigator has probably set out to work as if there is nothing important now in administration except the problem of motivation, which is probably more misunderstood than understood. Then he also desires some time for checking this angle with middle level management, because I feel they are the people who are being tried for learning to work in a government department. They are the people who are devoid of learning and therefore keep on learning how to work. They are the people who are known idealist, known to be free and frank and they are without any inhibition. So why not try them. They have ideas and the ideas are not suppressed. They rather grow in them. The third point for which I would like to thank him is that he has not given any ready made questionnaire to some of us. Even if he has given some questionnaire, the data that he has got through the questionnaire gives you a better picture of what is working within the individual.

Dr. Sharma has said in one of his recommendations that power sharing and prestige are the main guiding force in the administrative system. Well, this may or may not be true. It is not necessary that you have got power, you have prestige and so you have work motivation.

I have read somewhere that most of the American industries, American bureaucracy or services, including administration, tend to subscribe to the idea of self-actualization. But do we care to accommodate self-actualization? Perhaps not. Perhaps we care for bread and butter more.

What is required in the Delhi Administration or anywhere else also is that we should be clear about limits both the upper and lower within which our role provides us the opportunities. Most of the people are not very clear of their role. Our entire system would be meaningful and would have basis if this is there. But this is not there in our system. Our

system is feudal which is not liked.

As regards decision-making, what is happening in that files are with the boss and the subordinates are required to take a decision. In that case, he reads first the mind of the boss and then takes a decision. This is very unfortunate, but this is happening. It is the primary job of a civil servant to examine or to work within the legal framework. But what happens is just the opposite of it, which gives rise to corruption.

*Chairman* : Do major things also take place with corruption ? If so, then it means, corruption itself is the decision.

*Participant* : I have explained the phenomena of corruption which is evident day in and day out. However, we don't like to work with this frame of mind. But since we are the part of bureaucracy, we can't help it also.

What is required in work motivation is to take up something from within the individual which the individual himself can build and our decisions with reference to work motivation can play their role. Why should I be motivated to work when there is interference in my work. I think I have made my point clear.

*Chairman* : Now we have to wind up this session and resume the discussion after lunch.

*Participant* : I will start from the point where my friend left. He very rightly said that the real motivation in a man comes from within. You may call it the spiritual reserve, an emotional reserve or a reserve of your birth's *samskaras* as habits. But the fact is that you have to put before you Dr. Sharma's first question in the questionnaire "Who am I ? What do I think myself ? What is the role that I am assigned, etc." It is basically me in my own eyes and everything starts from that. What unfortunately happens is that we are overawed by the external factors, for example, whether I get my increment in time, whether my time scale is running out or whether I will reach the maximum in my life, etc., and completely forget our assigned task at a given point of time which has to be done to my maximum satisfaction. Before I complete the task assigned to me, I feel whether this has been done in a way to the satisfaction of my boss—i.e., my job becomes secondary and this is the crux of the pro-

blem. The moment I feel that I will not be satisfied or I am dissatisfied with my work, it means there is something wrong with my style of functioning. It is a sign of good motivation when I find what is happening with me and do my work with the cooperation of my subordinates and others. But it is also equally true that I will be motivated to do my work more efficiently if I know that my domestic life is happy. If I am not doing my work satisfactorily, it is because of the fact that my domestic life is bad or unhappy.

The real thing is the ideas that are put forth and the ideals we are working for. Unfortunately there is a total lack of ideas in our working which has been further aggravated by what we see all around us. There is a pull and pressure at every level in our society whether it is at political level, bureaucratic level or industrial level. Take any walk of work and you will find the same thing happening everywhere. The kind of contamination which has crept in the society as a whole it is very difficult for any of us to function. We will, therefore, have to turn inward and see how we have to survive.

I do not want to speak as a preacher, but then the need is there. I do not wish you all turn neurotic as then there will be no way out for us.

The considerations for increment, whether we are getting it, in time or not; whether today you are Secretary (Services); tomorrow you go as Director, SFDA; or I go as Director of Agriculture (Marketing); I go from a good post to a bad post, these considerations will there be no doubt, but they will have to find a secondary place in our scheme of things. While saying all these things, I am not holding a brief for what the Lt. Governor said and what two of my fellow participants here said. There has to be efficiency and for that everyone of us has to play his given role effectively. Wherever we are, whatever we are, whatever be the level (Under Secretary, Deputy Secretary and Secretary), we are all public servants, self workers. We have, therefore, to see something higher and bigger than our self. Unless you have something bigger to work for, you will not get any motivation.

I may give a cliché but that does not mean a man does not need bread. But the problem arises when all our activi-

ties are concentrated on bread or when I am worried as to when I will become Joint Secretary, Additional Secretary and then Secretary, Ambassador or Lt. Governor. We all have our ambitions and there is nothing bad about it. But are they all? Is there everything in that? Is there nothing beyond that? The moment we start thinking that there is nothing beyond that, nothing comes to us. And there lies the real trouble of what Shri Dubhashi said of real assessment: *Dhanya Bharat Bhoomika*. It is a compliment that we want to be born in India and that we want to remain Indian. We may have made mistakes. Forget about them and forget about Indianism for a moment but always keep in mind the task that has been assigned to you. This way you can serve *Daridranarayana* (poor people).

But I think I am everybody; I am not accessible to anybody; no body can enter my room. Then, I am working in a particular style and I am thinking only of myself and not of those who are with me. This amounts to non-participation and a refusal to participate with them. The first thing to understand is that each one of us has to understand what kind of person he is.

If there is any pinpricking or my Chief Secretary is angry with me, I should be prepared to take a calculated risk. What will happen? Is that he will transfer me from there? Good enough. He may transfer me even from Delhi Administration itself. Fine, you may go even to Mizoram or Andamans. So what. You can't do anything to it. So don't worry. Because there is still something bigger than the self and I am prepared to make small sacrifices. Government can transfer me anywhere at any point of time. It is provided in the service manual that my job is transferable. Why should I creep then? Why should I grudge?

It may be said by Mr. Raghu Raman that our points are not heard. But then we may try to put them to take a decision, whatever decision they want to take at their level. If I am asked again, I will again express my view. But when such situation comes, your expression is stifled. If there are extraneous factors then that is the pity of the situation. It may be worried about because we cannot express our views without fear. That is not a very happy

thing. But I feel things have not yet come to that pass and most of us can still write in the file what we feel like. But the only trouble is that then he asks what will happen to me? What will happen to my children? What will happen to my family as a whole? I feel sorry for that state of mind but then decision has to be made.

To come back to the basic question—motivation has to come from somewhere. It will come, I think, from our own; from personal philosophy of life. External things are also there but the main point is that of the self.

As regards incentive, it has to be there. It is true that nobody gets the incentive, not even a pat when he does a good thing. But when should this happen? The ACR is the only means but even there, we are very quick in communicating an adverse thing, otherwise, his career will suffer. But do we even think of communicating a good remark? This kind of writing ACR is a pretty rotten system. It has come to say only the bad points. Where is the motivation then? Good points too should, therefore, be communicated.

At the same time, there is no harm in giving a pat on the back of juniors, an assistant or a peon and asking him—*Kya hal hai, theek thak'*. Even this kind of thing is the biggest motivation in itself. Though of course, we admit that we cannot overnight change the human material, but we can certainly provide them a real kind of motivation. This kind of consideration for them creates sensitivity in them. But my complaint is that most of us, including myself, don't do it. We have, as a matter of fact, lost all our sensitivity and a concern for others. We are compared to file' pushers. If that is the case, then we have no time to stand and stare. We should try to improve our image.

Life has become very busy in metropolitan cities like Delhi. It has become a city of distances and most of our time goes just by way of coming and going to the offices. Even if we have a car, we cannot go. Life has become almost like automatic machine, and we have become aliens even in our own society. I know there are various controls and constraints.

However, despite all these limitations, I feel that the picture is not all that gloomy and we still have a feeling for one



another. If this feeling is not there, then it will be a sad day for all of us. I am sorry for the way I talked, but then I had to say all these things. I have said whatever I felt.

*Chairman*: You have gone from sublime to the harsh. However, I am glad you said all these things. And whatever you said turns out to be the real core of work motivation. Dr. Sharma now has to say a few words and then I have to wind up this morning's session.

*Participant*: Dr. Sharma has given all the central points of his thesis. The hard core of Dr. Sharma's thesis is humanization of work and I agree with this central point of his thesis. Somebody mentioned about Prof. Peter Drucker, but I can assure you that he is out of date so far as humanization of work in the Indian setting is concerned. My experience in Government of India, private and corporate sector, as Group-B officer, compels me to say that the hydrophobia of politics of administration plays a peculiar type of role here. We have seen the dichotomy in the case of Bihar in its ugly manifestations, on which I need not dilate. But we are not developing that system. If we analyse the situation with a systems analysis approach in the correct spirit, then I can say that the work of top bureaucrats at the centre drifts more slowly. Whatsoever committees and sub-committees are appointed, the situation is not much likely to improve. There is avoidance of joint responsibility and the decision-making process. Here, I am reminded of the first dictum given to me by Mr. Satish Chandra Bose, who was Netaji Subhash Chandra Bose's real brother. Here I will give one sermon. The sermon is—"don't take responsibility on your own shoulders—associate someone else with you". Now this I am talking from my experience, in corporate sector of the Indian economy. This has sunk in my mind very well. In my latter years, in the government under Whitehall system, the decision-making process, in its own ideology, had to be seen in proper perspective. I have not tried to dilate more, but definitely the middle level management in the bureaucratic framework has a very difficult situation. There are frustrations, yearnings and guesses. And we are sandwiched between the toppers and the bottomers and the whole situation is caught in the table. I would,

therefore, conclude saying that frustration is in-built in the system. The frustration at the top percolates downward at the grassroot level. There is a communication gap. Even if communication is there, it will be defective and the whole thing gets vitiated and lost. The time is very short, so I cannot throw more light on my ideas but I cannot help saying that the middle management within the bureaucracy is definitely in a very difficult situation and is, therefore, very problematic. Thank you.

*Chairman* : Before adjourning for lunch, I will take only a few minutes to say that the general comments have been quite useful in airing our ideas on the subject of motivation and we have indeed covered a large number of aspects of work motivation.

For the two sessions that would follow in the afternoon, I think, we can come to grips with the specific aspects of motivation. I do not know whether Dr. Sharma has listed out the aspects that were mentioned and whether they would be discussed in a systematic way. But I have made an attempt and I would list them as follows:

1. Sharing common objectives is one part of motivation. I think it is a point that could be considered here. The management by objectives or the absence of management by objectives. It would really cover the sharing of objectives by all significantly so that they have a sense of being involved and a sense of belonging.
2. Communication which is in a way connected with management objective because if the objective is communicated all along, then there is a sense of solidarity.
3. Performance of a civil servant and its appraisal comprises the system of performance appraisal.
4. Recognition of performance.
5. Hastening in relation to performance objective.
6. Promotion also in relation to performance appraisal.
7. Connecting it to the career planning.
8. Power and its relation to motivation.
9. Inner motivation or the spiritual aspect which

Mr. Sharma has referred. The following points could specifically be considered namely :

- (i) Management objective and sharing of objective;
- (ii) Communication within the system;
- (iii) Performance appraisal;
- (iv) Recognition and reward system, that is the incentive system;
- (v) Placement;
- (vi) Promotion;
- (vii) Uncertainty;
- (viii) The whole system of career planning which may lead to better motivation;
- (ix) Power as a source of work motivation; and
- (x) Inner motivation of the civil servant.

You may take them in this manner or any other manner in the afternoon session. If I start commenting on each of these points, it would require a lecture by itself. But I would only comment on one particular point, that is the system of performance appraisal about which some specific comments have been made. One comment made here is that the work appreciation should be made by a group of officers, rather than the present system. I would only wish to mention that the present system is also one of group appraisal. It is a group of three who make the appraisal. The first is made by the immediate superior; the second is made by one who is one level above, *i.e.*, countersigning officer, and the third is the accepting officer who is still one level above. Indeed a group of three officers is working at this level. It may be that in the present system, the prejudices of the officer immediately serving above can be removed or toned down by the higher officer so that the advantages may be admissible within the system.

The second is the possibility of a casual appraisal being made. There exists a system and it is not at all a casual way of writing. It is one single annual appraisal and only one annual appraisal. The idea is that the appraisal in fact would be taken very seriously, would not be based on casual considerations or monetary passion but will take into account

the entire work performance of the officer throughout the year. If this is so, one would not consider the system as one based on a casual reflection or reaction of the officer who is making the appraisal.

The next comment came up for consideration is that only adverse remarks are communicated but good remarks are not communicated. The present system is that an adverse remark should not be communicated in isolation, but if it is only one part of an overall appraisal, which is otherwise good then this good part should also be conveyed so that a correct perspective is presented. The adverse remark is communicated on the grounds of natural justice. If an adverse remark is communicated, then one has to see that he gets a chance. When the appraisal is good for the person, then the need for rebuttal does not arise.

*Participant* : The adverse remark may be taken as a piece of motivation. But the good remarks too should be communicated so that if somebody has got 'very good' then he may get 'outstanding' next time.

*Chairman* : Everybody knows that in our system lack of communication means that the appraisal is good. Somebody says that the appraisal must be in terms of "fit for service" or "not fit for service". This, again, is something which may not be acceptable because, there are some who may be fit for continuing at the present level; others may be fit for promotion to a higher level; still others with outstanding remarks may be fit for an out of turn promotion. Our system of promotion should meet all these.

I made this point, not because I say that the present system of "work appraisal" is without blemish or is ideal from every point of view, but merely because it is the experience that the people are critical of the system of performance appraisal on the basis of some kind of incorrect understanding of the system.

*Participant* : It is not like that.

*Chairman* : It is not like what ?

*Participant* : As you have said, it is incorrect appreciation about the present performance appraisal; it is not like that. Because the Lt. Governor has made some observation about

should be made available to the administration to know where exactly he can really fit in or his best utilisation could be done through all the ACR, it is not possible.

*Chairman :* How do you say that it is not possible. The ACR is a complete appraisal of every year's performance of the officer by three who are successively at the higher level. It is actually there in the present system.

*Participant :* The three columns are there in the ACR. No. 1 invites a guess work; the second is general, and third only is related to performance.

*Chairman :* The way out seems to lie in the form of appraisal whether it is short or detailed. Whatsoever it is, but the CR is going to be a category of research by itself and could certainly be improved. The Defence Ministry or the defence services have their CR form and the different services have different CR forms. Then there is an Establishment Officer to look after these CRs. I have held the position of an Establishment Officer and have had occasion to read hundreds and hundreds of CRs. In fact, I was the custodian of ACRs. The impressive room of the Establishment Officer is lined with Steel Almirahs, which contain nothing else but the horoscopes of the Gazetted Officers either middle or higher. So I was the proud owner of the room where these confidential documents are locked. I made full use of this occasion to look at as many CRs as possible. I do not know of others but looking at the CR of other officers is very interesting. Whether it remains interesting after you go on reading day in and day out hundreds of these CRs, but I made it a point to read the CRs from the beginning. This is my feeling that the CRs on the whole are not misleading. While one CR may be misleading, but over a period of time, the picture of the personnel clearly emerges. Whether he is true or sincere or not sincere; intellectually sound or not; careful or careless; men of integrity or not, I think the personality of the personnel clearly emerges over a period of time.

I would not say that the CR system on the whole is inaccurate or unjust. But in more cases than not, the CR tends to be a fairly correct assessment of the individual personality

dual cases, there may not be any blemish or that there is no need for any reform. However, it can be said that it is a reform in itself or a legitimate part of the administrative reform and a personnel reform.

*Participant* : You are saying that three levels are there, three persons are there and even if a mistake is committed, there is another to rectify it.

*Chairman* : They are not considered if it is not more than one.

*Participant* : And it should not be subjective.

*Chairman* : No, I am telling you I have seen hundreds of CRs of Under Secretaries of the Central Government before they are promoted as Deputy Secretary. In fact, there are two things which make for objectivity. Firstly, it is not one Dossier; and secondly when we consider them for promotion, we do not consider one CR for one year. Rather we consider it for years and for over ten years. So there is a definite trend of objective appraisal. It cannot be settled by deviation which may be there for one year. I have, therefore, every reason to believe that there is a degree of objectivity in the performance appraisal of these officers. It is just possible that it may not exist all through his career. I think, I have given you the reflection of a very intensive confrontation with the ACR and we may now conclude the discussion.

## II SESSION (AFTERNOON-SESSION)\*

*Chairman*: Friends, we have been talking about various aspects of Motivation in the previous session and the Chairman of the previous session Shri Dubhashi gave us some of the guidelines for our deliberations. These guidelines, for example, are sharing of common objectives, communication, performance appraisal, placement, promotion, uncertainty about career planning and then inner motivation of civil servants. Shri Dubhashi has probably set the limit, which, however, does not mean that you can't go off these limits. You can have more than these nine points also. Anyway, let's take one by one these points and see how we react.

\*Dr. S.N. Sadasivan, Professor of Public Administration in IIPA, chaired the session.

*Participant* : I have two points to seek clarification from Dr. Sharma. He is, however, not here to react to what I am going to say about what he pointed out. Anyway, there are two points of disagreement with him. One, he pointed out that dissatisfaction with the job is not carried over as dissatisfaction in the marriage and family relationship. This is not absolutely true. According to the researches carried out by psychologists and sociologists, it has been well established that the unhappiness or dissatisfaction in the marital or family relationship is carried to the work and dissatisfaction of job is brought back to the family. It is a very very common thing that when a person, maybe male or female, has been given a little reason to feel or not spoken nicely by the boss, he has a little friction or tension in the office. When he comes home, he starts shouting at the children or wife without any reason or at a little provocation. This brings tension in the family because the house is considered to be a place where a person has the right to shout at others. He could not probably do so in the office or reply or react to his boss. There I do not agree with him. The other point which he raised is about inner motivation. Well, it is all right in theory but in practice it may be entirely different to say that, well if your boss said something, you keep quiet; if he sends you somewhere in posting, which is absolutely unnecessary and unreasonable, you just keep quiet; if you are superseded you just quietly accept it because that is human. It is taking as if one is a super human which he is not.

Inner motivation is no doubt important, but it does not function in vacuum. It has to function in a particular environment, in a social system. The social values which are so interrelated and interconnected that you cannot separate the two. The inner motivation may come if the society has got the value system which teaches you to be fair, to be tolerant and to go on accepting this. So my way of thinking and in today's context, the situation is quite fatalistic and dismal. However, if that is the attitude and that is the sermon which has been conveyed then, I have nothing to say because it is a question of one's philosophy. But I personally feel that inner motivation is not the way it has been pointed out and that you go on accepting everything,

howsoever bad or unreasonable it may be. This does not fit in well to my thinking. It is unpsychological. It is not possible to go on feeling satisfied and doing the work efficiently when there is unreasonableness, humiliation and dissatisfaction. It seems paradoxical when he in one breath says that self should not be considered and on the other he says that self should be developed so much so that it may give rise to inner motivation.

If inner motivation has to mean anything or if it has to gain then, it has to start right from our socialisation process at home. It is a long process, but it does not matter. Once it starts, it will not stop. The training at home, right from the beginning would develop the child to take decisions. In our Indian society, particularly in the traditional families, neither the boy nor the girl is ever made to learn how to take decision. Even when he or she is an adult when it comes to the question of getting married. It is hardly his or her decision whether to marry or not, whom to marry and when to marry. It is typical of the Indian context that we are not made to take our own decisions even on significant matters. Again, when we are taken into government service, how do you expect him to behave differently and take the decisions independently. There cannot be a change in us overnight all of a sudden.

*Participant* : No doubt, we are given training again and again. But a fellow participant pointed out, if we are really taught for first five years of our service as to how to take decisions independently, how to conduct ourselves and how to become an efficient worker, it will definitely work. But I do not agree that it is a habit that catches momentum and goes on and on. It is rather a continuous process and even when that foundation is laid, you have to go making very conscious effort to be efficient. But then motivation is interrelated and interconnected with so many things like "how I am treated by our colleagues and by my seniors". So to what extent is there the human touch in our relations. This is all that matters. To give a pat and say "you have done very well" is all right but how many officers really do a thing like that? How many appreciate it? They are so much concerned about their own image, their own



ACR, their own selfish gains and advantages that they hardly ever devote a single minute to think about the juniors. What they can do to uplift, to improve and to motivate their juniors or colleagues.

Under this situation, I do not blame anybody neither junior, middle nor higher level but the entire system. The old system, particularly the system of work which we have adopted, this system itself is not fit for our situation. We have hardly changed it. I think, we could have done something to it. I have some experience of the performance appraisal system. I have seen that an officer who has to write so many ACRs that he goes on postponing till the last moment. Suppose if he has to submit it next day, he sits at night. Suppose if some quests pour in at that time, he would be in a very awkward mood and goes to bed. But still he has to do these ACRs. So he sits in the morning. But he forgets whatever there was in his mind the previous night. So quite oblivious of what effect it is going to have on the career of the person, he writes something on it which is not at all a true representation of the facts. So this system, whether two people or, three people or even five people are doing, it does not help. It is not a very objective system. For want of objectivity, I think it would be better if certain tests could be developed in this connection. We have got aptitude test and so many other tests. We could also develop objective tests to really measure the efficiency or performance of a person. The same can also be done in the case of personality assessment, to find out whether a person is sincere or insincere, serious or non serious, and efficient or inefficient. Since the senior officer who is writing ACR has hardly any time to do the personality assessment, it could be done through objective tests and the results could be computerized. People can say that it is the inhuman way of doing things. But everything is so mechanical these days and you cannot say that you are mechanical on one point and human in the other. These are the arguments that can be given in this context.

Secondly, we are doing one very good thing. We are introducing Yoga training in all the schools of Delhi Administration. We are trying to make it compulsory also, which I think is a very healthy process of socialization. Because Yoga

is not only a few exercises or a few lessons, but it is a total philosophy. It is a training for developing and enriching moral values. I think it will go a long way to improve and develop inner motivation but I feel that if our value system is improved it will help us in building up the inner motivation.

Thirdly, people have become very much money minded and materialistic these days. They give respect to those who have money, who travel in their own car, etc. If, I have a lot of money, if I travel in my own car, I am respected. But if travel by a public bus, I am not respected. This is the value pattern of today. Everybody now-a-days is interested in money, every body aspires for higher position or status so that he may be respected. We cannot help it.

Fourthly, I agree that motivation can be developed right from the beginning at the school stage and higher values may be injected into his nerves. But, at the same time, some aptitude tests may also be administered on the children at this stage to identify their interest and ability. If something like this could be done from the beginning, then they would not only take up the job seriously and with interest, but would also feel satisfied with it. But what happens these days is really fantastic. In most of the families, parents decide the vocation for their children. They have been found saying you become a doctor because the doctor earns a lot of money; you become an Engineer because this is the second best choice; and you become a Chartered Accountant. This way the decision is made for the children by the parents and there is hardly any chance for self-analysis and motivation. Unless a person, right from the beginning, is not allowed to choose a career in which he is interested, he will not be able to develop inner motivation. He will not be able to take interest in the work or pleasure in doing his work, as it is not his but has been imposed on him by others.

Fifthly, I as a sociologist, particularly as a socio-psychologist, I feel that the human element is most important element in the work environment. This element can be developed in our children in our families. Because of the training in the family it would be possible to cultivate feeling for each other, sympathy, love and tolerance. These are the things which are in reality the elements of character that

make a person model.

The word model in the Western countries means that we should dress up like a gentleman, but in reality it means differently. It is a more flexible, more tolerant, more open to change, more sympathetic and more accommodative towards others. In this model, people realize the difficulties of others (seniors or juniors) even in the worst situation. They not only realize or appreciate their difficulties but also try to solve them. They have basic love, understanding and tolerance for others. This way, the society as a whole will work much more smoothly than it is working today. We are actually passing through a crisis of values and crisis of character. It is a sort of transitional period and unless it is our policy not to change, we need to bring about a change in our values and attitudes towards each other, and towards human being as such. I agree entirely with all those who have pointed out their difficulties. It is good that you have got a chance to speak out your minds, but if one goes on saying things and others are not prepared to listen to, then it has got no meaning. Unless the complaints are heard and realities are taken into account by seniors, the things won't improve and we will not have anything to contribute towards motivation.

Now I have two points to share with Dr. Sharma. One is about methodology and other regarding the proportion of males vs females. As regards methodology, I agree with Dr. Sharma and I am happy that the case study method was adopted for this study. But I am not sure whether the proportion between males and females has been kept in view in this study.

*Chairman:* I don't think any such proportion between males and females exists in this study. Obviously the reason is that very little percentage of female population is there in the government. However, I am sure that 7 female executives as compared to 60 males have been included in this study. Although the ratio of the female employees is poor yet keeping in view the limitation, whatever number of females were available have been included in this study.

*Participant (Female):* You have conducted the research you could have therefore included all the middle level female executives.

*Chairman:* That way the number of female executives would have become very large and would have affected the proportions adversely.

*Participant (Female):* I would also like to seek some clarifications from Dr. Sharma and refer to the observation made by him regarding the categorization of responses with positive and negative attitudes. For example, if somebody says that our society is dishonest, tradition-bound and conservative and the concentration of wealth is there in the hands of few who exploit the teeming millions could it be categorized and termed as negative attitude? Perhaps, this is a philosophical observation, and has nothing to do with practice. These type of responses may not be taken as negative and could be termed as positive reflecting healthy attitude. Secondly, I do not know how he has identified the middle level executives.

*Dr. Sharma :* The responses collected by the investigator had to be classified and put into some categories, this way or that way. It is all a question of nomenclature which however does not vitiate at all the results of the study. For example, if somebody says his salary is so meagre that he cannot meet all his expenses and he has to supplement it from his agriculture income, then such response had to be put into negative category. Nothing has been done haphazardly and every precaution has been taken in this project. As regards identification of middle level (interruption).

*Chairman :* As chairman, let me exercise a bit of power. In fact, my sitting here itself was overlooked by this assembly and I would say that this is not fair. I have simply tolerated it which I normally don't do. I would, therefore, take the point under dispute, that is what constitutes the middle level executives. I think it depends on the hierarchy. What type of hierarchy we have that apparently decides the matter. If we take the Central Government, there are different middle level executives, but if we take Union territory then the middle strata would be entirely different. Naturally, therefore the identification of middle level executives will depend upon the pyramid. Who is approaching the pyramid will decide the matter that is the point No. 1. As regards other things, positive and negative, I think positive and nega-

tive is the particular attitude of the individual. So the investigator of the study has a freedom to decide what is positive and what is negative.

*Participant* : I see your point, Sir, and find absolute genuineness in this classification but (interruption).

*Chairman* : I fully agree with your statement and repeat again that positive or negative is an attitude of mind and here Dr. Sharma is free to categorize the responses the way he has perceived or observed.

*Participant* : Anyway, Sir, but with your permission I would like to ask whether it is the individual perception or his way of thinking that decides the matter. If yes, then I wish to controvert it. Whether a response is positive or negative it definitely pre-supposes some norm, some parameters independent of you and me. My question is what is that basic parameter? I think the society and the social environment are the parameters.

*Participant* : In the light of what you have mentioned, what sub-title you would like to give for this. I mean let us know what sub-title you would suggest for the positive or the negative attitude.

*Participant* : I recollect to myself, I have said these are the positive attitudes. Perhaps it may not satisfy you (interruption).

*Participant* : Well, Sir, we have discussed enough on this point, let us therefore, switch over to some other point. I would like to draw your attention to the non-cooperation of the staff and the inefficiency part of it. The entire bureaucracy is hauled up on account of non-cooperation of the staff. The staff is inefficient and is creating all sorts of problem. It, therefore, calls for discussion. Besides, there is also a problem of political interference in work.

*Participant* : This is a perfect trend in India. Legislative interference is a must but political interference is a very big question.

*Participant* : The political interference is there but not to the extent that the entire administration has come to a standstill. I admit that politicians are there to intervene because it is after all an international phenomena. Politicians everywhere have to interfere with our work. But I mean to say

that it should not happen to the extent it is happening. It has to be there in some form or other because we are after all human beings and are dealing with another set of human beings. Hundred per cent idealism will not be there in human beings. It is not possible.

*Chairman* : Dr. Sharma has already highlighted these points in detail. It is a question of what more you can say, and how you can reduce its intensity so as to keep up motivation.

*Participant* : Sir, political interference is in-built in the system. Hence we can't avoid it.

*Chairman* : I have personal knowledge of an IAS officer whom I had the opportunity of teaching in the National Academy of Administration. I found him totally disappointed by a transfer recently just because of this.

*Participant* : You are correct, Sir. He had fallen a prey to political interference. But let's not forget that if we want a cushy posting, we make use of the politician. So it is a two-way traffic.

*Chairman* : There is another point which has to be borne in mind. The political intervention is not confined to a particular level of hierarchy. Depending on the politician, if he belongs to the rank and file, he interferes at lower level. So it is intervention from the bottom to the top. At what level resistance is there, is a matter to be seen.

*Participant* : In fairness to the author of the study, a number of Chief Secretaries and Collectors whom I have met, all of them are of the opinion that the greater the flexibility for reconciling the political demands, the greater would be the effectiveness of the administration. Naturally, therefore, while we resist, we need to develop a greater understanding as to what exactly we are resisting and how much.

*Participant* : What happens is that the policy change is announced all of a sudden by the minister. Hence, the policy decisions are not reflected in the legislation. It takes time. Hence, there is a time lag before the policy decisions are translated or amendment made. In the meantime, there is a pressure built up to act according to the policy decision. Now the bureaucrats are pressurized into acting upon the policy decision, even when they feel that they should act according

to the law. In this period, there is possibility of interference. There is another point to mention that under Delhi Administration Act, there is some dyarchy, that is in some areas the ministers of the Central Government are incharge. In some other areas, the executive councillor is incharge. Under this situation, it becomes very critical problem for the middle level executives to deal with the situations, with so many levels. Apart from this, it is not only the hierarchy that is vague but it is also divided more and more. For example, top management is divided into two that is, Senior Management and Top Management; and Generalists and Specialists; like that the division is going on for years. We cannot, therefore, blame Dr. Sharma that he has not taken a very very semantic view of the middle level executives.

*Chairman* : Now the time has come to conclude, but before we do so I would highlight a point regarding resistance. The resistance which you can give to the political executives or politicians is something which will depend upon the type of economy you have. In fact, the politicians are better assisted by civil servants to a very legitimate extent. It is so necessary because the economy can sustain such civil servants. There is again a liaison between the existing business and the top management of the government. Once the civil servants do not like the government service, they go to the business and are easily absorbed there by the business executives. Hence, there is no problem of unemployment for them. Subsequent to the Fulton Commission's report and its implementation thereof, you will find a similar trend developing in Britain. The British Commissioner Secretariat points out that in the year 1980 itself there were 18 resignations of the top management cadre in the British government who chose to join big industrial complexes, such as Imperial Chemical Industries. We have also to keep a similar economic ground here so that it might be possible to be a bit flexible with politicians. Anyway, from the discussion we had so far, you will find, it is the society which controls the primary or inner motivation and if the society is divisive and not integrative then motivation is equally dispersing. If society has a homogenous face, then you will feel better motivated. Ideas and ideals of motivation are also found in social, ideological and philoso-

phical content to which our society is greatly attached. This is general broad perspective which I have presented before you. I definitely appreciate this study, conducted by Dr. B.R. Sharma. It is very useful for its empirical approach and findings. Within the confines of motivational theory, Dr. Sharma has used normative methodology for dealing with the subjects. Although at times I was overlooked as a Chairman sitting here, still I would say that the participation was most objective and confined to the points. I thank all of you. I would now request Dr. K.G. Aggarwal to take over and preside over the session and follow the theme enunciated so far.

### III SESSION

*Dr. Sharma :* Thank you Mr. Chairman for chairing the session and for enlightening us with your viewpoint.

I would now request Dr. K.G. Aggarwal a senior fellow of the National Labour Institute, New Delhi, to take the chair. Dr. Aggarwal is basically a psychologist with a long standing and keen insight in the field of motivation. He has a number of articles and books to his credit. His contribution is mainly related to motivational psychology. If there is anything pending for discussion in your mind then please shoot it, so that we may do justice to the seminar and also to the cause of research for which the seminar has been organised. You may please come out openly and express your comments freely without any fear or hesitation. Though, of course, some inhibitions would always be there but please do away with them for the time being and do raise the problems that you are facing relating to motivation.

*Participant :* Sir, I have been in Delhi Administration for a sufficient number of years. What I find is that the various offices of Delhi Administration are scattered all over Delhi. Because of the presence of overwhelming offices of Central Government, the identity of Delhi Administration has completely been lost. In order to have clear-cut identity of Delhi Administration and for the reason of convenience it would be worthwhile if all the offices of Delhi Administration are brought together at one place. This would be very useful



as things may go on smoothly and the identity of Delhi Administration may be preserved.

*Chairman:* You mean physical identity.

*Participant :* Yes, Sir.

*Participant :* Mr. President, I am incharge of training of the probationers of DANICS, that is, Delhi Andaman and Nicobar Island Services. As such, I find that there is a big training gap between IAS officers and the DANI Service officers. While the IAS officers are being trained at Mussoorie and other places, but we do not have any training facility of that nature elsewhere as is prescribed by Home Ministry. For training of the Probationers of DANI Services, our Institute is the only place. Hence they are altogether lacking in training facility so far as the matching requirements of training given to the IAS officers is concerned. This training gap would further widen if the IAS officers would be more cared for and better trained and DANI officers are cared less in this respect. Well-trained IAS officers would naturally expect much from us but our probationers may not be coming up to the level of their expectation. Some step is, therefore, required to be taken up to fill in this gap.

I am grateful to Dr. Sharma for his nice report. He has highlighted almost all the problems that confront the Delhi Administrators in a most genuine and honest manner. I would further request him to make such studies again in future by emphasizing the practical aspect of it.

*Another Participant :* A practical aspect of the present day administrative life is corruption which Dr. Sharma has probably overlooked but which is rampant in administration. It is good that officers have spoken the truth which they could not have otherwise done. Credit, however, goes to Dr. Sharma who has provided them a chance to speak out all those things that were bothering them. As a matter of fact, free expression of suffocated feelings has brought much needed relief to them. Such a seminar has a therapeutic value. However, I would like to suggest that in future motivation should be studied from level to level because motivation varies from officer to officer and post to post.

*Participant :* On training gap, I would like to say one thing. I don't know whether it is a policy decision or something

like that. But no officer from DANICS are sent abroad for training, if they have completed 45 years of age. [This seems to suggest that foreign training is meant only for senior IAS officers, because by the time we go into the IAS, most of us are near 45 or so. This amounts to almost permanent debarring the PCS officers (promoted to IAS) from foreign training. This point may also be considered because the training is not exclusively meant for higher level officers. In fact, it is meant for all levels of officers and should therefore be equally open for PCS and Secretariat Services. But what really happens is that the application of the PCS officers is generally withheld at the State level itself and is not forwarded to the higher authorities for consideration.

*Chairman:* I don't know whether Dr. Sharma has directly covered this aspect of training. However, I am sure that he has covered this aspect indirectly in his study. However, if any point still remains to be covered, he would try to see how best it should be focused.

Friends, I have been hearing a lot of such things since morning and if I make a comment, I may be excused to do so. Perhaps you think that this study is some kind of reflection on you which is not true. This is a study on 'Work Motivation' or 'Motivation to Work' where almost all its dimensions have been covered. However, if these aspects of motivation are taken up as complaints, then you are not creating a climate of motivation to work.

Motivation is not a habit as some of you have made it to appear. If motivation is a habit, then I can always find some excuse for not doing the work. If you don't work, then there is no risk. Risk is there in working because you are likely to commit mistakes for which you will pay. Naturally, therefore, 'not to work' is easier than working.

As regards CR, it may be a pressure tactics which the senior officers usually adopt for harassing the juniors. However, it is within the rules and may not be true. It may also be used for the benefit of the employees. All these things need to be understood properly. We have also to understand what circumstances we are in.

It is true that we are living in a conservative society. Equally true is that we are human beings and not super

human beings. We have our own weaknesses. We commit follies and have fear of society. Do all these things provide us a reason for not changing ourself and changing our motivational pattern. Unless we have some kind of ideals, it would not be possible for us to survive in the society. It would also be difficult to do something for the sake of country and for the people. Administrators are the public servants. They are, therefore, supposed to do public good, whatever may be the shortcomings. It is quite strange that most of us are for our own enjoyment, for our own selfish ends and for our own difficulties, etc. But do we really reflect about the difficulties of others, like our juniors. One of our participant colleagues here was telling that my colleagues are ready to work late in the night with me. But she did not know why they are working with her more than 10 hours. What is that which makes them work. Perhaps she is nice and considerate to them. She has leadership quality due to which she can make them work in spite of their difficulties and inconveniences.

Probably it is the leadership and the motivation that work together. Perhaps, we can make our juniors work better, if we can interact with them more politely, be more considerate with them, listen to them, etc. This is how we can develop motivation. It is not that we cannot develop motivation. Motivation can be induced and developed. Of course, there are several constraining factors in our motivation to work. However, if a desire to work or an inner urge is there, then nothing would stop him working for better. I understand that there is a lot of interference of the superiors in the government system. We almost live at the mercy of the superiors for all kind of things. It is also true that there is hardly anything like independence in our work. But it is also true that unless we have something at stake we probably would not have things on our side.

*Dr. Sharma :* Mr. Chairman and friends, I quite appreciate the points raised by you and the participants in general. However, I would like to make it clear that no study of human behaviour is perfect and complete in itself. The variability is such a characteristic phenomena with the human beings that it can neither be controlled nor studied properly.

The whole behavioural science suffers from this serious limitation which can hardly be overcome. Hence, this study which is placed before you may be taken up as an humble attempt in this direction. You are, in fact, the best judge to see how far I have been able to represent your difficulties, your grievances, your problems and the bottlenecks that come in your way of motivation. I don't want to give you any sermon here. However, I cannot help saying that motivation is not a habit as most of you have perceived. I tend to agree with some of the points raised by the lady participant. But I do not agree with her when she says that, this is simply an urge. Even if it is an urge then this inner urge is conditioned by so many external factors. To me, motivation is an interplay of both internal and external stimuli. It is a result of the harmonious blend of the two, and is therefore a very very complex phenomena. Nevertheless it is a very important phenomena for our society's development. But the development that we need cannot perhaps come so long as the people entrusted with the task of development are not motivated. Though, of course, I admit that motivation is not the sole factor of development and there could be other factors as well. But, I cannot help saying that motivation is a crucial factor for it, because it has been established more than once that there is one to one relationship between motivation and development. Anyway, if any inconvenience has been caused to you because of my thinking then please leave it here itself and don't take it home. I am very thankful to you that you came here at such a short notice and gave me some concrete feedback in regard to the study. I am looking forward to incorporate some of your suggestions in the study and thank you once again for attending the seminar and sharing the results of the study so patiently and open mindedly.

*Participant :* Mr. Chairman, I have very carefully noted your concluding remarks. You have said that the points made by us like CR, performance appraisal, promotion, etc., are very common points and are nothing but grumbles. This shows that we have come back to square one from where we started in the morning. In the morning, we were given a paper in which grounds for research and rational for this study were highlighted. In the light of the findings of the

study, certain demotivating factors were identified and were placed before the house for discussion. We have discussed all these constraints threadbare and have found a lot of substance and truth in it. Now we conclude finally and say that these are only grumbling points and that we have no points to make, does not make any sense of the seminar. This is very discouraging trend so I expect some clarification.

*Dr. Sharma :* Well friends, we have nearly concluded the session and the time perhaps does not permit us to further extend the discussion. May I, therefore, propose a vote of thanks to the chair.

*Participant :* Mr. Chairman, Dr. Sharma, and friends, on behalf of the participants and on my own behalf I take this opportunity to express our sincere thanks to Dr. Sharma for having organized this seminar. The main purpose of participating in such a seminar is to get exposed to new ideas and the cross currents that are going in the administrative world. It is to this effect that the objective of the seminar has been well achieved. Though, of course, it is true that by attending such seminar we do not change ourselves overnight, but it is equally true that it gives us a thought to reconsider our own values, our own viewpoints, and our own ideas, etc. Further, it has made us to see what is happening around us and I think this seminar has given us that framework. We, therefore, need to sit down and see what is lacking in us; what is positive and what is negative. Mr. Chairman, May I take this opportunity to say that we are extremely benefited by this seminar and therefore on behalf of the participants once again I thank you and Dr. Sharma of the Indian Institute of Public Administration for having organised this seminar.

